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Social Security Bulletin

July 1942

Special Articles

Employment of Women in War Production

Labor-Force Reserves

**Wartime Federal Civilian Employees and
Old-Age and Survivors Insurance**



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Social Security Bulletin

Volume 5**JULY 1942****Number 7**

Social Security in Review

A MANAGEMENT-LABOR POLICY COMMITTEE of the War Manpower Commission, to be composed of seven national labor leaders and seven leaders of war production and transportation management, was set up on June 9. In an order issued by Mr. McNutt, Chairman of the Commission, the committee is authorized "to consider and recommend to the Chairman matters of major policy concerning the activities and responsibilities of the Commission" and also to make studies on its own motion and to initiate the formulation of manpower policies in addition to considering policies referred to it by the Chairman.

At its first meeting on June 9 the committee requested the Chairman of the Commission to "impress upon the Bureau of the Budget and the Congress their responsibility to provide means for the harvesting of food and other agricultural production for our armed forces, our allies, and our civilian population." If such appropriations were not promptly provided, the resolution added, the President should be requested to allocate the necessary money from his emergency funds.

The eight-point program, announced May 21 by the Chairman and reported in the June Social Security in Review, was implemented by the Manpower Commission on June 25 with the issuance of the eight "directives"; the four addressed to the U. S. Employment Service are summarized briefly in this issue in the Employment Security section. The directives establishing priority in recruitment of workers for war industries and dealing with the recruitment of transient agricultural workers both contain safeguards with respect to wages and working conditions. The Director of the USES is permitted to withhold referrals to jobs in companies where:

"(A): The wages and conditions of work are not at least as advantageous to a worker referred to a job opening therein as those prevailing for similar work in similar establishments in the industrial area; or

"(B): Proper measures have not been or will not be instituted to reduce or eliminate its use of or need for workers in critical war occupations by effective utilization, through training, upgrading, appropriate personnel transfers and job simplification, of the workers employed in such establishments; or

"(C): Its need for additional workers in critical war occupations can be reduced or eliminated by the transfer of workers, employed in nonessential activities in such establishment or in another employing establishment under the same ownership or control in the industrial area."

Similarly the Employment Service is directed not to recruit agricultural workers for "any agricultural employment in which the wages or conditions of work are less advantageous to the worker than those prevailing for similar work in the locality."

Establishment of a Negro Manpower Service within the Manpower Commission was announced by the Chairman on June 20. The Service, created to assure full utilization of Negroes in war-industry jobs and to afford training facilities for such jobs, will be under the general direction of Arthur J. Altmeyer, Executive Director of the Commission.

The appointment of John J. Corson as Chief of the Industrial and Agricultural Employment Division of the Manpower Commission was announced by Mr. McNutt on June 17. Mr. Corson continues as Director of the USES and Director of the Bureau of Employment Security of the Social Security Board.

BIRTH CERTIFICATES to prove American citizenship for persons who want jobs in plants working on secret or confidential Government contracts will no longer be required, according to an announcement of the War Manpower Commission Chairman on July 6. State and local registration systems have been subject to an unprecedented

strain from the demands for duplicate birth certificates and delayed birth registrations, and many valuable man-hours of production have been lost through delay in obtaining the certificates. The new procedure, developed jointly by the Army and Navy, the Manpower Commission, and the USES, calls for only a simple declaration that the applicant is a citizen. This declaration, however, must be signed by the worker in the presence of an Army or Navy District Procurement, Factory or a Plant Protection representative.

THE USUAL UPWARD MOVEMENT in unemployment benefit payments in May, after the initiation in many States of new benefit years in April, was reversed this May. The \$31.7 million disbursed in unemployment benefits was 13 percent less than April disbursements. The 2.5 million man-weeks of unemployment compensated in May also represented a decline of 12 percent from the April number. Although total payments were slightly above May 1941 disbursements, the fact that the total number of man-weeks compensated declined about one-eighth indicated that the higher level of benefit payments was due to liberalized benefit formulas and higher base-period earnings rather than a greater volume of unemployment. Approximately 858,000 different individuals received at least one benefit payment during the month, some 12 percent fewer recipients than in April.

More than 782,000 jobs were filled by the USES in May, 600,000 of them nonagricultural and 182,000 farm placements. The rise from April in total placements was 29 percent, in nonagricultural placements, only 8 percent; the major part of the gain was in the agricultural placements, which were $3\frac{1}{2}$ times the April level. States registering the sharpest increases in farm placements were Arkansas, Kentucky, Mississippi, and Tennessee. In comparison with placements in May 1941, almost one-fourth more nonagricultural jobs were filled this May, and agricultural placements increased more than a third.

The number of job seekers registered at public employment offices decreased in May for the fourth successive month. The active file of 4.3 million registrants was the smallest in number for any month, except October and November 1941, since the Employment Service was established. The number of women registrants rose slightly, as in April, to 1.4 million at the end of the month, but

registration of men dropped 6 percent to 2.8 million. In comparison with last May, there was no significant lessening in the number of women registered for jobs; registrations of men, on the other hand, dropped almost one-fourth. The ratio of women to all the registrants rose from 29 percent in May 1941 to 33 percent in May 1942. Discussion of various aspects of the employment of women and of the potential expansion of the female labor force will be found in special articles in this issue of the Bulletin.

OLD-AGE AND SURVIVORS INSURANCE data offer other evidence of the shifting composition of the current labor force. Analysis of employee accounts established in the first quarter of 1942 shows that the proportion of women among all applicants for account numbers was 48 percent, the highest percentage for the first quarter of any year and 14 percent above the first quarter of 1941. Accounts established for women aged 25-44—the group made up mostly of housewives and women in noncovered jobs—were 24 percent more than in the comparable quarter of 1941. The influx of young persons into the labor market is shown by a 32-percent increase in the number of accounts established for boys and girls under 18 years. This large increase reflects the relaxation of legal working-age requirements in response to the growing demand for the services of young persons as unskilled workers.

In May, for the first time since the beginning of the old-age and survivors insurance program, more than 10 percent of all benefits in force were in conditional-payment status—an indication of the increasing number of beneficiaries who are returning to covered employment. The total number of benefits in force at the end of May was 579,000, an increase from 562,000 in April and 354,000 in May 1941. The total amount of benefits in force was \$10.5 million; on April 30 the total had been \$10.2 million, and at the end of May 1941 it was \$6.5 million.

AFTER REACHING in April the lowest level since April 1934, public assistance and earnings under Federal work programs declined 5.8 percent to \$141.6 million in May. This was the lowest amount spent for these programs in any May since 1933. The estimate of 8.9 million persons in 3.7 million households was considerably lower than in

May a year ago. Over the 12-month period the number of persons employed on Federal work programs had decreased 52 percent, and earnings had decreased 47 percent.

Although payments for the three special types of public assistance were higher than in May 1941, earnings and payments under all other programs declined sharply. General relief payments were 10 percent lower than in April 1942 and 34 percent below payments in May 1941. WPA earnings dropped 10 percent from April and were 43 percent less than in May 1941.

THE SERVICEMEN'S DEPENDENTS ALLOWANCE ACT of 1942, signed June 23, provides family allowances for dependents of enlisted men of the fourth, fifth, sixth, or seventh grades of the Army, Navy, Marine Corps, and Coast Guard. The act, to be administered by the Secretaries of War and of the Navy, stipulates that the monthly allowance payable shall consist of the Government's contribution and a fixed amount from the pay of the enlisted man.

Two classes of dependents are defined: Class A comprises the wife, child, or the divorced wife; Class B dependents are parents, grandchildren, brothers, or sisters, who are found to be dependent on the enlisted man for a substantial portion of their support. The Government's contribution for Class A dependents will be \$28 a month if there is a wife but no child and \$40 for a wife and one child, with an additional \$10 for each additional child. When the enlisted man has no wife but one child, the sum payable by the Government is \$20 with an additional \$10 for each additional child. If the enlisted man has a divorced wife, \$20 is payable in addition to the amounts granted other Class A dependents. For Class B dependents, the Government's share is \$15 for one parent, \$25 for two parents, and an additional \$5 for each dependent grandchild, brother, or sister, but not more than a monthly total of \$50; if there is no dependent parent, \$5 will be allowed each grandchild, brother, or sister up to a monthly total of \$50.

For any month for which a family allowance is paid, \$22 is to be taken from or charged against the enlisted man's pay; an additional \$5 is withheld if the allowance goes to both Class A and Class B dependents. The enlisted man's allotment to Class B dependents is voluntary and may

be terminated at his written request. Allowances may not be paid "for any period prior to June 1, 1942, or for any period when the United States is not engaged in a war declared by Congress and which is more than 6 months later than the date of termination of any such war," and no allowance which accrues before November 1, 1942, shall actually be paid until after that date.

The enactment of this legislation was preceded by the passage of the Pay Readjustment Act of 1942, signed by the President on June 16, which put into effect the first general pay increase in 20 years for personnel of the Army, Navy, Marine Corps, Coast Guard, Coast and Geodetic Survey, and Public Health Service. For the men in the grades to which the Servicemen's Dependents Allowance Act applies, the base pay was raised to \$50 for the men of the seventh grade, \$54 for men of the sixth grade, \$66 for men of the fifth grade, and \$78 for the fourth grade.

APPROPRIATIONS for the work of the Social Security Board during the fiscal year 1942-43 were provided in the Labor-Federal Security Appropriations Act, 1943, signed by the President on July 2. The act provides \$26.6 million for salaries and expenses of the Board; \$329 million for grants to States for old-age assistance; \$78 million for aid to dependent children; \$8.7 million for aid to the blind; \$79.7 million for unemployment compensation administration, including operation of employment office facilities and services essential to expediting the national defense program; and \$2.5 million for the selection and testing for, and placement of, workers in occupations essential to the national defense.

The same act abolished the Civilian Conservation Corps, specifying that the "liquidation shall be completed as quickly as possible but in any event not later than June 30, 1943." The Director of the CCC was authorized to dispose of camp buildings and equipment by transfer, with or without reimbursement, to other Federal agencies or, with the approval of the Federal Security Administrator, to any State, county, municipality, or nonprofit organization for the promotion of conservation, education, recreation, or health. Before any buildings and equipment are disposed of, however, they must first be offered to the War and Navy Departments for war use or to the Civil Aeronautics Administration.

Employment of Women in War Production*

DURING THE WAR PERIOD OF 1914-18, more women entered the labor force than ever before. They worked not only as clerks and saleswomen but also as lathe operators, punch-press operators, single and multiple-spindle-drill-press operators, grinders, riveting-machine operators, inspectors, crane operators, assemblers, and case makers. In some war industries, such as aircraft, the employment of women rose from negligible proportions before the war to about 19 percent in 1918. In other war industries the proportions were considerably higher: 37 percent in optical goods, 35 percent in rubber goods and in photographic supplies, 33 percent in leather goods, and 27 percent in electrical goods.¹ At the close of the First World War, women constituted some 20 percent of the working force in all manufacturing industries in the United States.

Women going to work in factories for the first time were trained in courses conducted in and outside the plants. Many women were trained in the factories in vestibule training schools. In strenuous jobs in which direct replacement of male workers was not practicable, job break-down made the employment of women possible. Whenever careful consideration and thought were given to the problem of training, the employment of women in factories was highly successful.

The serious shortage of agricultural workers which had developed by the spring of 1918 also made demands on women as farm workers. A recruiting program was carried on by the Farm Bureau and other organizations. County exchanges were established to mobilize labor for agriculture, and women over age 18 were registered. In some 20 States women organized themselves into a Women's Land Army, which furnished 15,000 additional workers trained by the organization. Many other women got agricultural jobs through their own efforts.

In Great Britain the number of women employed in industry rose from 3.3 million in July 1914 to 4.9 million in July 1918.² In addition,

about 500,000 women left domestic service for other employment during the same period. In some jobs women replaced men directly; elsewhere, jobs were broken down into component parts, which women then could perform. To meet the growing demand for agricultural labor, voluntary organizations such as the Women's Land Service Corps (Government aided) recruited and placed women on farms. Between 1914 and 1917, 44,500 additional women supplemented the agricultural labor force. Careful selection was made of the women placed, and preference was given those with agricultural training. Care was taken to ensure the safety and comfort of women farm workers, and the women proved of considerable aid in meeting the labor requirements of an expanded agricultural program.

In the post-war period in this country, the employment of women decreased when men returned from the armed forces. The revival of business activity during the twenties, however, again encouraged the employment of women. By 1929 they constituted 22 percent of all employees in manufacturing industries. Among the industries in which women continued to be employed in large numbers were leather, chemicals, electrical-machinery, and scientific-instruments. Similar trends prevailed in other countries. While the peak of female employment never reached the wartime level in either Germany or Great Britain, the proportion of women in the labor force definitely increased during the twenties.

At the outbreak of hostilities in Europe in 1939, the rearmament program had already been in effect in Great Britain since 1936 and in Germany since 1933. After a brief rise in employment at the beginning of the rearmament program in each of these countries, the conversion of industries to war production and the curtailment of consumer-goods production led to serious unemployment, particularly among women. This situation was repeated in the United States; as employment increased during the latter half of 1940, the active files of public employment offices showed a marked decrease. In 1941, however, with displacements in consumer-goods industries affected by priorities and shortages of essential materials, registrations of women rose. In all three countries, after the

*Prepared in the Reports and Analysis Division, Bureau of Employment Security. The material was assembled by Mildred A. Joiner and Clarence M. Weiner.

¹ U. S. Department of Labor, Women's Bureau, *The New Position of Women in American Industry*, Bulletin No. 12, 1920, pp. 35, 86.

² Wolfe, Humbert, *Labour Supply and Regulation*, London, 1923, p. 77.

initial temporary displacements, unemployment declined fairly rapidly.

Not until the supply of skilled and semiskilled male workers in Great Britain was practically exhausted did the Government resort to compulsory registration and conscription of women. In March 1941 more than 1.2 million women between the ages of 20 and 24 were registered for war work. Unemployed women and those not normally in the labor force were made available to war industries and the Auxiliary Territorial Service. Early in 1942 the British began the compulsory registration of women up to age 38. Women in the other age classes are to be registered and interviewed as need arises. In addition, the British Government made job-dilution agreements with many trade-unions and trade associations whereby women could be employed on work formerly done by skilled male workers. With the job-dilution agreements, compulsory registration of women, and the continued rise in production, the number of unemployed women decreased from 440,000 in January 1940 to 153,000 by June 1941.

Germany has also met its labor shortage by the recruitment of women in increasing numbers. Contrary to popular belief, the Nazi philosophy of "Kinder, Küche, und Kirche" never decreased the number of women in the labor force. A compulsory work program was introduced for unmarried women under 25 which required a year's work in either agriculture or domestic service. Arrangements for the training and retraining of girls and women were extended. Not only did the women adapt themselves to their new work but because of their manual dexterity their output was in some cases greater than that of the men. Since 1940 there has been a very marked increase in the employment of women, especially married women, and special efforts have been made to organize part-time shifts and communal nurseries for the care of the children of working mothers. The widespread installation of new machinery and technical equipment further extended the use of women by eliminating heavy manual work and weight lifting.

In the United States there has been as yet no Nation-wide compulsory registration of women for employment. There is still a reserve of unemployed men available in most areas, and in those where there has been a special need women have

registered voluntarily in sufficient numbers to meet the needs.

Size and Characteristics of the Female Labor Force

The census of population of 1890 listed 4 million women as gainful workers, or 17 percent of the total of 23.3 million persons in gainful occupations. Each decade thereafter, the number and proportion rose; by 1930 there were 10.8 million women out of a total of 48.8 million gainful workers or 22 percent. According to 1940 census figures, there were 52.8 million persons in the labor force during the last week of March 1940, of which 12.8 million or 24 percent were women. The Census of Manufactures found that women comprised 20 percent of all employees in manufacturing industries in 1919, 22 percent in 1929, and 25 percent in 1939.

The increase in the number and proportion of gainfully occupied women has been notable in a number of States.³ From 1930 to 1940, women workers increased 20 percent in Pennsylvania, 16 percent in North Carolina, 14 percent in Maryland. The District of Columbia in 1940 (as in 1930) led the Nation with 45 percent of its women 14 years of age and over in the labor force. Other States with large proportions of women in the labor force are Massachusetts, Rhode Island, Connecticut, New York, New Jersey, South Carolina, Georgia, and Florida.

Of the 11.1 million women employed during the last week of March 1940, more than one-fourth—2.9 million—were employed in personal-service industries, mainly domestic service (table 1). The second largest group, 2.3 million, was employed in manufacturing industries, principally in apparel factories and textile mills. More than 2 million women were employed in wholesale and retail trade, and 1.8 million were in professional and related service industries, mainly as teachers and trained nurses.

Women outnumbered men in a number of important industries. In personal service nearly three-fourths of the employed workers were women; in domestic service, nine-tenths. Two-thirds of the employed workers in factories manufacturing apparel and other fabricated mill products were women; more than half in the com-

³ For information on percentages in urban areas, see "Estimating the Potential Expansion of the Female Labor Force in Urban Areas," in the Employment Security section of this issue.

munication industry—mainly in telephone and telegraph companies—and in hotels and lodging places were women. Other industries in which women constituted a significant proportion of all workers of the industry were textile mills; leather and leather products manufacturing; eating and drinking places; and laundering, cleaning, and dyeing establishments.

According to the census data, working women

as a group are younger than men. In the last week of March 1940, half the women were under 31 years of age, whereas the median age of men in the labor force was 37. More than one-third of the women in the labor force were 20–29 years of age, whereas men in these ages constituted only one-fourth of all men in the labor force. It is significant that 68 percent of the women in the labor force were in the child-bearing ages 20–44

Table 1.—Employed workers 14 years old and over, by industry group and sex, United States, March 24–30, 1940

Industry group	Total	Men	Women		
			Number	Percent	Percentage distribution by industry group
Total population (all ages)	131,669,275	66,061,592	65,607,683		
All persons 14 years old and over	101,102,924	50,553,748	50,549,176		
In labor force	52,789,499	39,944,240	12,845,259	24.3	
Employed workers (except on public emergency work)	45,166,083	34,027,905	11,138,178	24.7	
Unemployed and on public emergency work	7,623,416	5,916,335	1,707,081	22.4	
Total employed workers (except on public emergency work)	45,166,083	34,027,905	11,138,178	24.7	100.0
Agriculture, forestry, and fishery	8,475,432	7,988,343	487,089	5.7	4.4
Mining	913,000	902,061	10,939	1.2	.1
Construction	2,036,274	2,022,032	34,242	1.7	.3
Manufacturing	10,572,842	8,250,590	2,322,252	22.0	30.8
Food and kindred products	1,093,628	894,534	199,094	18.2	1.8
Textile-mill products	1,170,024	692,353	477,671	40.8	4.3
Apparel and other fabricated textile products	780,664	265,324	515,340	66.0	4.6
Logging	141,495	140,233	1,262	.9	(1)
Sawmills and planing mills	435,559	427,072	8,487	1.9	.1
Furniture, store fixtures, and miscellaneous wooden goods	361,523	319,056	42,467	11.7	.4
Paper and allied products	328,241	256,519	71,722	21.9	.6
Printing, publishing, and allied industries	630,677	501,583	129,094	20.5	1.2
Chemicals and allied products	439,845	362,241	77,604	17.6	.7
Petroleum and coal products	201,180	186,821	14,359	7.1	.1
Leather and leather products	364,443	225,529	138,914	38.1	1.2
Stone, clay, and glass products	336,745	293,521	43,224	12.8	.4
Iron and steel and their products	1,263,215	1,169,623	93,592	7.4	.8
Nonferrous metals and their products	279,454	239,370	40,084	14.3	.4
Machinery	1,072,250	909,039	163,211	15.2	1.8
Automobiles and automobile equipment	574,931	525,010	49,921	8.7	.4
Transportation equipment, except automobile	305,872	295,896	10,006	3.3	.1
Other and not specified manufacturing industries	793,096	546,896	246,200	31.0	2.2
Transportation, communication, and other public utilities	3,113,353	2,768,267	345,086	11.1	3.1
Railroads (including railroad repair shops) and railway express service	1,135,019	1,090,361	35,658	3.1	.3
Trucking service	427,623	414,250	13,373	3.1	.1
Other transportation	615,029	586,404	28,625	4.7	.3
Communication	393,300	182,763	210,537	53.5	1.9
Utilities	542,382	485,489	56,893	10.5	.8
Wholesale and retail trade	7,538,768	5,509,228	2,029,540	26.9	18.2
Wholesale trade	1,206,761	1,024,914	181,847	15.1	1.6
Food and dairy products stores, and milk retailing	1,489,303	1,206,548	282,755	19.0	2.5
Eating and drinking places	1,116,202	637,562	478,640	42.9	4.3
Motor vehicles and accessories retailing, and filling stations	739,311	665,499	73,812	5.9	.4
Other retail trade	2,987,191	1,944,705	1,042,486	34.9	9.4
Finance, insurance, and real estate	1,467,597	1,013,297	454,300	31.0	4.1
Business and repair services	864,254	787,377	76,877	8.9	.7
Automobile storage, rental, and repair services	479,592	466,305	13,287	2.8	.1
Business and repair services, except automobile	384,662	321,072	63,590	16.5	.6
Personal services	4,009,317	1,133,555	2,875,762	71.7	25.8
Domestic service	2,326,879	266,943	2,059,936	88.5	18.5
Hotels and lodging places	552,655	266,755	285,900	51.7	2.6
Laundering, cleaning, and dyeing services	442,803	225,933	216,870	49.0	1.9
Miscellaneous personal services	686,980	373,924	313,056	45.6	2.8
Amusement, recreation, and related services	395,342	316,063	79,279	20.1	.7
Professional and related services	3,317,531	1,472,453	1,845,128	55.6	16.6
Government	1,753,487	1,414,069	339,418	19.4	3.0
Industry not reported	688,836	450,570	238,266	34.6	2.1

¹ Less than 0.05 percent.

Source: U. S. Bureau of the Census, Sixteenth Census of United States, 1940, Series P-10, No. 11.

years, although probably only a minor proportion of them had children under 16.⁴ Women 45 years old and over were only 21 percent of the female labor force.

The extent to which men and women enter the labor force at different ages is illustrated in chart 1. At every age level more men than women are in the labor market, either at work or seeking work. At age 20 the highest proportion of women are in the labor force—48 percent of all women of that age. After they reach 20 or 21 years of age, women begin leaving the labor force in large numbers, because of marriage and the assumption of home responsibilities. On the other hand, men who have completed their schooling continue to augment the labor force; 95 percent of all men between the ages of 25 and 40 are in the labor force.

Factors To Be Considered in Utilizing the Female Labor Reserve

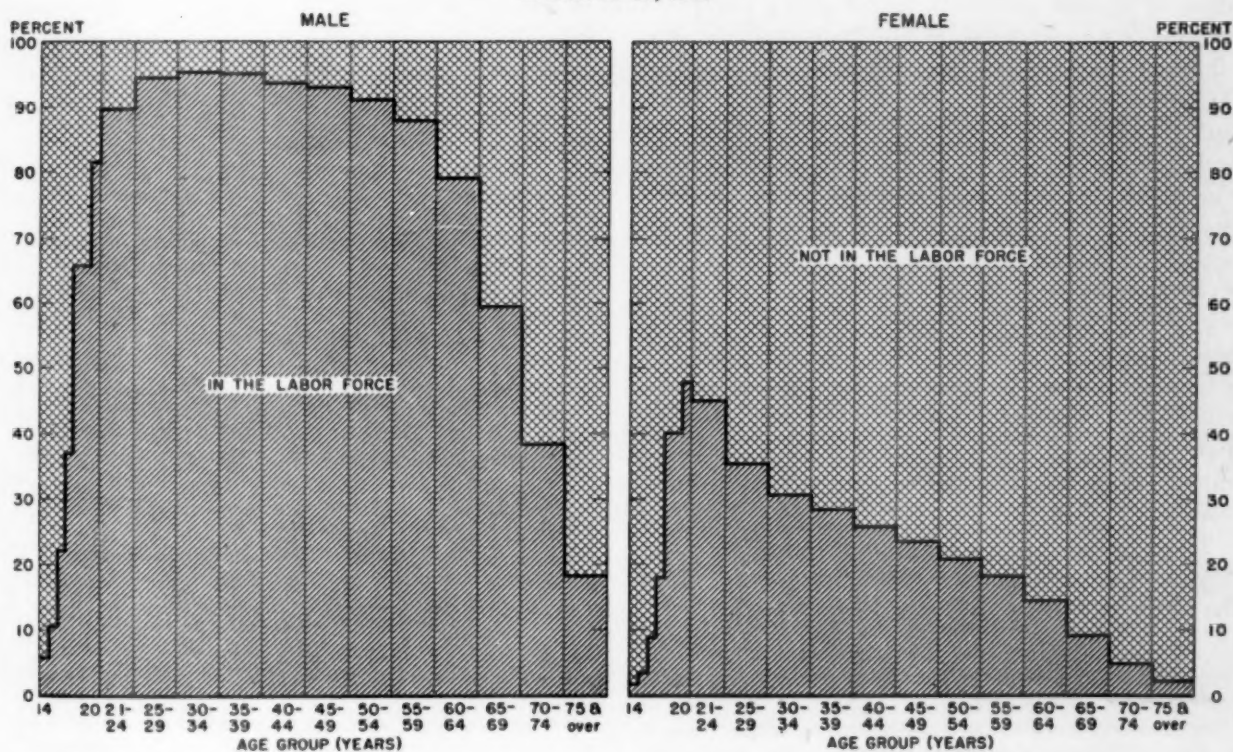
The problem of drawing millions of women into

⁴ Census data for 1940 on age, race, marital status, employment status, and number of children of women, by age of the children, are not yet available.

the labor force is more than a question of wage rates. Undoubtedly, appeals to patriotism would cause many women to seek war employment. Nevertheless some means will have to be found to relieve women homemakers of part of their family obligations before they can assume work outside the home. This problem has been met in some foreign countries through the establishment of community nurseries, staggered and part-time hours, and other measures which enable women to meet home obligations and still seek employment.

In addition to community nurseries in some industrial areas, various war firms in Great Britain have established crèches in the plants for the care of children of pre-school age. Where facilities for such care are not available in the factory, arrangements are frequently made for neighbors to care for children of working mothers. Part-time shifts have been arranged in many plants, to give women sufficient time to attend to their family duties. Persons too old to take on full-time employment are being taken back for part-time work in retail shops to relieve the shortage of workers and to release younger

Chart 1.—Proportion of male and female population 14 years and over in the labor force, by age group, March 24-30, 1940



Source: U. S. Bureau of the Census.

workers, both men and women, for war work.

In the United States, steps are being taken to establish day-care programs for children of mothers working in war industries. Numerous local, State, and national agencies, both public and private, are promoting activities in this field, but, if it is to be adequate, the program needs considerable expansion. No instances have been reported of part-time shifts organized for women war workers in this country, nor is it expected that such shifts will be necessary until the large reserve of full-time workers is exhausted.

The establishment of sanitary and healthful working conditions in establishments seeking additional female labor is another means of encouraging the entrance of women to the labor market. In both England and Germany it has been found that good working conditions, plus special provisions such as rest periods, adequate sick leave, and vacations, result in greater efficiency and less absence from work, for both men and women but especially for women.

Another factor operating to affect the utilization of the large female labor reserve is legislation in the various States governing the employment of women. Eighteen States prohibit the employment of women beyond 8 hours a day except in unusual circumstances, while 20 States set the maximum at 9 hours. About half the States set a maximum of 48 hours of work per week. Night work, usually defined as work between 10 p. m. and 6 a. m., is either limited or prohibited for women in 17 States.⁵ In several States, restrictions apply to the employment of women under age 21; in others the restrictions are fixed at age levels ranging down to 16. Other legal provisions concerning women's employment require proper toilet and rest-room facilities, suitable arrangements for sitting at one's work, and adequate ventilation. Many States prohibit the employment of women in jobs which entail lifting heavy objects or in other activities deemed injurious to health.

The increased pressure of labor shortages has created a demand in some areas for the repeal of the laws governing the employment of women. By May 1942, Connecticut, New York, Massachusetts, New Jersey, and Wisconsin had amended

their laws regulating night work for women in selected war industries. At the request of the War Department, the Secretary of Labor, on April 23, 1942, granted an exemption lowering the age minimum from 18 to 16 years for girls employed in about 15 manufacturing industries which furnish products to the Government under the Walsh-Healey Public Contracts Act. Girls under 18, however, may not be employed more than 8 hours a day and not between 10 p. m. and 6 a. m. Among the industries to which the exemption applies are food-processing, arms and ammunition, electrical-manufacturing, plastic-products, safety-appliances, machinery and allied products, converted-paper products, fabrication of metal products, chemicals, and drug and allied products.

The experience of Great Britain in repealing the provisions regulating the employment of women, particularly those relating to hours of work, is significant. Immediately after Dunkerque, the British factory laws regulating hours were suspended and night work for women was permitted. Men and women worked feverishly, and overtime was widespread. The results, however, were disappointing, for it was found that, despite the best efforts of the workers, long hours and night work increased the absenteeism and accident rates due to illness and fatigue among both men and women. The British factory laws have since been re-established.

Prohibitions against the employment of women in jobs requiring heavy lifting were also found necessary in England and in Germany as well. This problem was solved in Germany by requiring employers to install new machinery to do the heavy work, thereby permitting the employment of women. In other instances in which new machinery could not be obtained it was found possible to break down the jobs so that men did the heavy lifting and women the rest of the work.

In general, it was found in both England and Germany that, in order to employ women satisfactorily in war production, the laws regulating employment conditions must be strengthened rather than weakened. Improved conditions resulted in increased efficiency and morale, not only of women but of male workers as well.

Occupational Potentialities of Women Workers

To determine occupations suitable for women,

⁵ Since March 31, 1942, all but one of the States prohibiting the employment of women at night work have made special provision to permit night employment in war industries.

the Occupational Analysis Section of the U. S. Employment Service made a detailed analysis of 1,859 different occupations in 21 war industries and 937 occupations in nonwar industries. Almost 80 percent of the total number of war-industry occupations studied were jobs in which the degree of physical strength required and the conditions under which the work is performed presented practically no barriers to the employment of women. Women were already employed in some of the occupations but could be much more extensively utilized than at present. Even in the case of the remaining 20 percent of the jobs, for which considerable training is required, increased job dilution would make possible the employment of women after a reasonable period of training. For example, it usually takes 3 years to train precision-lens grinders. Certain phases of precision-lens grinding, however, such as blocking, centering, and inspecting, can be taught within a relatively short time, and women have been found to be most adaptable to these tasks.

Some of the occupations in which women could be employed with success are in the manufacture and assembly of parts for radio, motors, recording instruments, and airplane gauges. A large majority of the work in the manufacture of trucks, tanks, and final body assembly could be performed by women, particularly since heavy parts are now moved by machinery. In the shipbuilding and boatbuilding industries, women are acceptable for employment as boilermaker helpers, draftsmen, machinist helpers, blueprint machine operators, and flash welders. In foundries, women may be employed as casting cleaners, finishers, machine core makers, facing mixers, and in many other jobs. In the manufacture and servicing of aircraft, women can perform such work as metal fabrication, bench assembly, painting, covering, heat treating, anodizing, fuselage assembly, and welding.

Recent surveys by the Bureau of Employment Security of a number of important California firms employing significant numbers of women indicate that, in all the plants visited, the employment of women has been satisfactory. In all instances there was an increase in production per hour of work and a lowering of cost per unit, particularly when men and women were employed at the same wage, in the same department, and

at the same jobs. In addition to the advantages of increased production and lower per unit cost, it was found that:

- Women required less supervision and were decidedly easier to supervise;
- Labor turn-over was noticeably decreased;
- Once women were employed in the plant, the men employees made little objection to the employment of additional women workers;
- With the same training and experience as men, even on difficult machine operations, women could be moved within a department or transferred to other jobs as readily as men;
- In all instances the number of accidents had decreased appreciably;
- The damage to tools and materials was considerably less than when similar work was performed by men. This was particularly true in instances in which women had been employed as operators of small drill presses and were using small drill parts.

Placements of Women, 1940-41

The number of women placed by public employment offices increased from 313,000 in the first quarter of 1940 to 510,000 in the last quarter of 1941, a rise of 63 percent (table 2). During the same interval, which approximates the period from the beginning of the defense program up to the declaration of war, male placements rose from 355,000 to 866,000, or 144 percent. The rapidly accelerated rate of hiring of men during this period accounts for the fact that the ratio of female to total placements declined from 47 to 37 percent.

Placement records by major occupational groups do not show any appreciable trend toward the greater utilization of women for war production (table 3). The larger proportion of clerical-and-sales placements going to women in recent months indicates, however, that women are releasing men in this field for more direct war production or service with the armed forces.

A tendency toward greater utilization of women in some isolated instances is shown by placements in 1941 for selected defense industries. In the aircraft industry, for example, public employment offices placed 460 women in the first quarter of 1941, or 2.6 percent of all aircraft placements; by the last quarter of 1941 the number of placements of women had risen to 3,200, or 7.7 percent of all

Table 2.—Placements made by public employment offices in industry divisions, by quarter and by sex, January 1940–December 1941

Industry division	January–March			April–June			July–September			October–December		
	Total	Women		Total	Women		Total	Women		Total	Women	
		Number	Percent		Number	Percent		Number	Percent		Number	Percent
Total 1940	667,576	312,695	46.8	974,008	380,431	39.1	991,410	385,805	38.9	1,149,990	429,116	37.3
Agriculture, forestry, and fishery	26,651	2,200	8.3	111,974	17,225	15.4	114,316	10,402	9.1	76,501	7,595	9.9
Mining	4,281	111	2.6	5,593	132	2.4	6,575	159	2.4	6,191	118	1.9
Construction	71,918	375	.5	140,842	511	.4	155,709	726	.5	241,368	1,267	.5
Manufacturing	127,232	49,011	38.5	144,464	53,824	37.3	200,306	82,563	41.2	217,142	74,644	34.4
Transportation, communication, and other public utilities	22,601	1,237	5.5	21,578	1,254	5.8	22,915	1,214	5.3	27,878	1,478	5.3
Wholesale and retail trade	121,279	60,040	49.5	153,294	75,142	49.0	149,922	73,381	48.9	208,420	109,675	52.4
Finance, insurance, and real estate	7,123	2,761	38.8	8,980	3,212	35.8	7,552	3,123	41.4	8,250	3,127	37.9
Service industries	283,371	196,893	69.0	385,214	229,057	59.5	332,705	214,123	64.4	361,302	231,081	64.0
Establishments not elsewhere classified	1,120	67	6.0	2,069	74	3.6	1,410	114	8.1	1,938	131	6.8
Total 1941	1,083,806	413,796	38.2	1,414,093	518,884	36.7	1,554,333	525,202	33.8	1,376,614	510,349	37.1
Agriculture, forestry, and fishery	33,635	3,287	9.8	92,209	13,301	14.4	129,645	10,863	8.4	68,196	4,908	7.2
Mining	5,681	153	2.7	6,974	193	2.8	8,838	209	2.4	7,340	209	2.8
Construction	250,127	1,428	.6	231,131	1,350	.6	311,007	2,158	.7	228,915	1,489	.7
Manufacturing	227,051	80,344	35.4	300,060	93,025	30.9	347,572	109,487	31.5	312,414	87,170	27.9
Transportation, communication, and other public utilities	29,387	1,611	5.5	39,722	2,462	6.2	42,815	3,302	7.7	39,347	2,307	5.9
Wholesale and retail trade	164,223	74,195	45.2	234,393	104,877	44.7	230,742	96,374	41.8	248,825	117,915	47.4
Finance, insurance, and real estate	9,323	4,202	45.1	12,605	5,046	40.0	12,659	5,189	41.0	11,032	4,442	40.3
Service industries	302,942	248,400	82.0	492,973	268,467	54.5	468,157	297,419	63.5	457,948	291,808	63.7
Establishments not elsewhere classified	1,437	176	12.2	3,126	163	5.2	2,898	201	6.9	2,597	101	3.9

aircraft placements for that quarter. Nevertheless, the number of women placed in this industry to date has been very small compared to the number that could be placed. Similarly, the proportion of placements in the industrial-chemicals industry rose, from 7.6 percent in the first quarter of 1941 to 18 percent in the last quarter. Other defense industries, however, continued to hire men as long as the supply was adequate.

The marked reluctance of employers during this first phase of the war program to hire women

when qualified male applicants were available is also illustrated by the data for applicants registered with the public employment offices (table 4). In January 1941 the active file numbered 6.1 million registrants, of whom one-fourth were women; by March 1942 it had declined 25 percent to 4.6 million. The number of male applicants, however, declined 1.3 million or 29 percent during the same period, whereas the number of women applicants declined only 179,000 or 12 percent. Since June 1941, women have

Table 3.—Placements made by public employment offices, classified by major occupational group, by quarter and by sex, July 1940–December 1941

Major occupational group	July–September 1940			October–December 1940			January–March 1941			April–June 1941			July–September 1941			October–December 1941		
	Total	Women		Total	Women		Total	Women		Total	Women		Total	Women		Total	Women	
		Number	Percent		Number	Percent		Number	Percent		Number	Percent		Number	Percent		Number	Percent
Total	991,410	385,805	38.9	1,149,990	429,116	37.3	1,083,806	413,796	38.2	1,414,093	518,884	36.7	1,554,333	525,202	33.8	1,376,614	510,349	37.1
Professional and managerial	16,864	3,303	19.6	9,442	2,058	21.8	9,345	1,794	19.2	10,153	2,085	20.5	13,305	3,850	28.9	10,964	2,412	22.0
Clerical and sales	96,591	59,352	61.4	158,871	100,424	63.2	130,974	77,208	58.9	155,714	99,246	63.7	149,391	93,639	62.7	177,383	117,080	66.0
Service	312,152	236,849	75.9	332,952	237,188	71.2	342,160	250,262	73.1	470,904	304,277	64.6	446,037	303,239	68.0	426,666	292,047	68.4
Agricultural, forestry, and fishery	116,310	11,131	9.6	82,184	8,778	10.7	37,512	3,262	8.7	103,487	15,501	15.0	134,420	11,198	8.3	72,782	5,464	7.5
Skilled	86,993	8,050	9.3	124,625	6,789	5.4	132,196	7,943	6.0	126,647	8,768	6.9	139,583	7,047	5.0	122,599	6,088	5.0
Semiskilled	112,169	41,742	37.2	109,007	32,270	29.6	129,580	47,906	37.0	156,200	48,779	31.2	177,617	49,004	27.6	157,242	38,322	24.4
Unskilled	245,703	30,976	12.6	328,757	37,791	11.5	301,931	25,406	8.4	390,628	40,163	10.3	493,751	57,171	11.6	408,710	48,915	12.0
Unspecified	4,628	4,396	95.0	4,152	3,818	92.0	108	15	13.9	360	65	18.1	229	54	23.6	208	21	7.8

Table 4.—Active file of men and women registrants at public employment offices, January 1940–May 1942

Month and year	Total	Men	Women	
			Number	Percent
1940				
January.....	6,079,495	4,572,897	1,506,598	24.8
February.....	5,920,294	4,473,466	1,446,828	24.4
March.....	5,025,183	3,759,376	1,265,807	25.2
April.....	5,682,447	4,204,205	1,478,242	26.0
May.....	5,724,029	4,165,320	1,558,709	27.2
June.....	5,734,450	4,107,811	1,626,639	28.4
July.....	5,564,671	3,973,273	1,591,398	28.6
August.....	5,210,600	3,749,352	1,461,248	28.0
September.....	4,910,827	3,519,359	1,391,468	28.3
October.....	4,618,504	3,302,807	1,315,697	28.5
November.....	4,568,415	3,269,197	1,299,218	28.4
December.....	4,758,697	3,464,510	1,294,187	27.2
1941				
January.....	5,093,476	3,745,408	1,348,068	26.5
February.....	5,101,417	3,759,783	1,341,634	26.3
March.....	5,170,193	3,819,828	1,350,365	26.1
April.....	5,097,026	3,755,519	1,341,507	26.3
May.....	5,156,288	3,685,144	1,471,144	28.5
June.....	5,126,192	3,567,679	1,558,513	30.4
July.....	4,982,430	3,441,520	1,540,910	30.9
August.....	4,699,020	3,286,989	1,412,031	30.0
September.....	4,355,861	3,278,240	1,077,621	(1)
October.....	4,241,918	2,902,789	1,339,129	31.6
November.....	4,234,455	2,654,865	1,579,590	(1)
December.....	4,412,626	3,082,932	1,329,694	30.1
1942				
January.....	4,896,675	3,462,895	1,433,780	29.3
February.....	4,888,000	3,479,618	1,408,382	28.6
March.....	4,559,135	3,231,363	1,327,772	29.1
April.....	4,397,651	3,033,974	1,363,677	31.0
May.....	4,253,979	2,850,606	1,403,373	33.0

¹ Data by sex not reported for New York.

constituted 29–33 percent of all registrants.

A significant development reported by public employment offices in recent months has been the placement of women in occupations from which they were formerly excluded. In October and November, 37 women were first placed as engine-lathe operators. In those same months, 33 women were placed as multiple-spindle-drill-press operators; 274 women were placed as machine-shop floor assemblers; and jobs were found for 374 women detail assemblers in aircraft. Public employment offices first placed women as aircraft detail assemblers in August 1941, and placements have increased considerably since that date.

Interstate clearance orders reported by public employment offices show increasing requests for women workers, particularly in professional occupations. One large firm was reported willing to hire 100 women as organic chemists, a job usually closed to women. Another employer reported 200 openings for industrial engineers of either sex. Clearance orders were open to women in practically all engineering fields and in drafting work. In New Jersey there were clearance orders for 2,000 electricians and 2,000 radio repairmen of

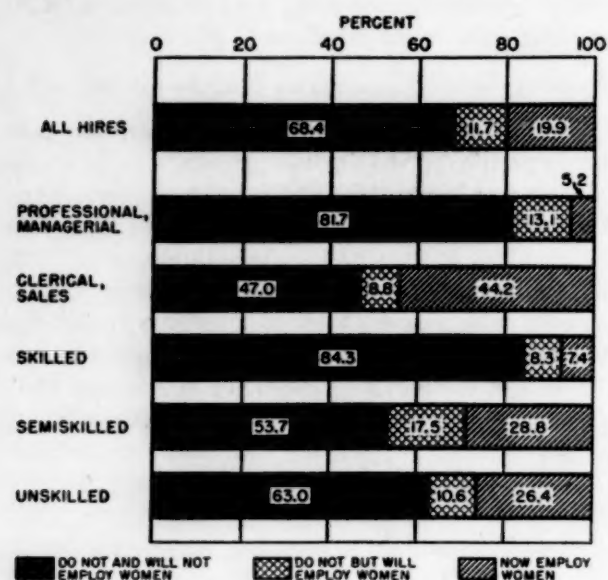
either sex. Among the occupations for which women are being considered in hundreds of openings for the first time are radio operators, tool makers, maintenance men, crystal grinders, electricians, and radio repairmen.

Employment Prospects in War Industries

Despite the indications that women are now being placed in some skilled occupations in which the shortage of qualified male workers is acute, no large-scale hiring of women workers for war production is expected before the end of 1942 unless employers further modify their specifications with respect to women. This conclusion is borne out by a special survey conducted by the Bureau of Employment Security in January 1942 of hiring anticipated by 10,700 war-industry establishments employing 5.1 million persons. These establishments anticipated hiring 676,000 additional workers by the end of June 1942. Asked whether they then employed women in those occupations in which openings would occur or, if not, whether they would employ them in the future, the responding employers indicated that in more than two-thirds of the jobs to be filled women were not and would not be employed. Only 20 percent of the anticipated openings were in occupations in which women were currently employed; less than 12 percent were in occupations in which women had not been employed up to that time but in which consideration would be given them (chart 2).

The extent to which women were currently employed in defense establishments varied considerably among occupational groups. Only 5.2 percent of the professional and managerial and 7.4 percent of the skilled-job openings were in occupations in which the reporting establishments already employed women, compared to 44 percent in clerical-and-sales occupations. Slightly more than one-fourth of the semiskilled and unskilled openings were in occupations in which women were already employed. More than four-fifths of the skilled and professional-and-managerial openings and well over half the semiskilled and unskilled jobs continued to be barred to women. Even among clerical-and-sales occupations, almost half the openings were with employers who would not consider women for such jobs, at least during the first 6 months of 1942.

Chart 2.—Percentage distribution of anticipated hires in major occupational groups, by employer practice in hiring women in war industries, January-June 1942



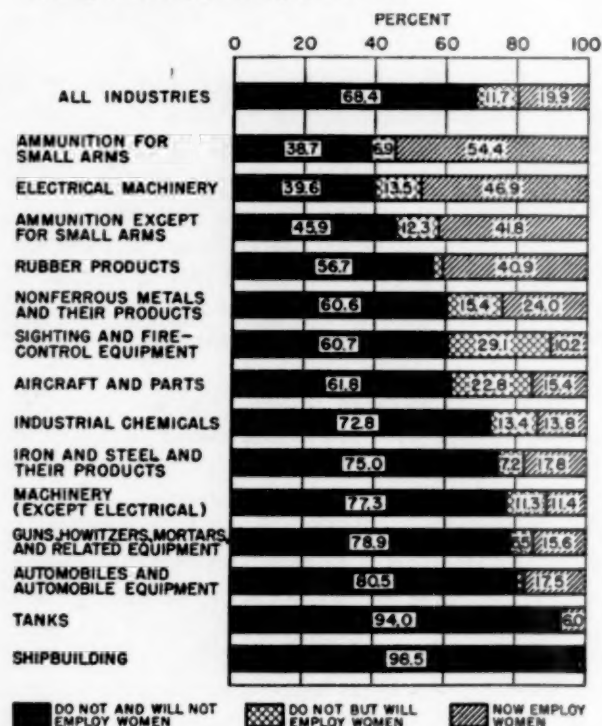
In spite of the increasing shortage of male labor, some relaxation of discrimination against women was indicated for only 12 percent of the reported openings. Thirteen percent of the professional-and-managerial and 18 percent of the semiskilled anticipated openings were in establishments which indicated that they did not but would employ women in the near future. Somewhat less relaxation of the discrimination was indicated for openings in the skilled categories, however, despite critical shortages in many skilled occupations.

Apparently, the decisive factor in determining the policy of an industry in hiring women is the degree of skill required of its workers (chart 3). With the exception of certain industries which cannot employ women in most jobs because of the heavy nature of the work, practically all industries which expected to hire large numbers of semi-skilled and unskilled workers indicated a willingness to consider women. On the other hand, industries which demand mainly skilled workers reported few openings for which women would be hired. In the metal-working-machinery industry, for example, 53 percent of the anticipated openings were for skilled workers and only 19 percent for unskilled; employers in the industry reported that they employed women in only 9 percent of the

jobs and that they did not and would not employ women in occupations constituting 77 percent of the job openings. The electrical-machinery industry, on the other hand, which anticipated hiring one-third skilled, one-third semiskilled, and one-third unskilled workers, reported that 47 percent of its openings would be in occupations in which women were already employed, 13 percent in which the industry would be willing to employ them, and only 40 percent in occupations where they could not be used. Industries in which a high proportion of the labor demand is for unskilled workers, as in the fireworks and ammunition plants, also reported a relatively large proportion of the openings in occupations in which women were or would be employed.

The shipbuilding industry, because of the nature of the work, requires men for most of its operations. In some navy yards, however, women are now being employed for light production work. In one navy yard 200 women are being trained in sheet-metal work and 300 in machine operations and bench work. About a thousand women will be employed in this yard by the end of 1942. It

Chart 3.—Percentage distribution of anticipated hires in selected war industries, by employer practice in hiring women, January-June 1942



may be expected that private shipyards will employ women in greater numbers.

The aircraft-and-parts industry has been slow in hiring women compared to the progress made in Great Britain, where women have been doing 30-40 percent of the work in many plants and where official sources estimate that as much as 70 percent of the work could be done by women. Aircraft factories in the United States reported in January that only 15 percent of the industry's anticipated openings were in occupations in which women were then employed, and 23 percent were in occupations in which they were not then employed but would be considered. More than 60 percent of the total hires in the aircraft industry were in occupations in which employers stated that women were not and would not be employed, at least before July 1942.

Other industries indicating some relaxation of restrictions were the sighting and fire-control-equipment industry, professional-and-scientific instruments, fabricated-plastic products, nonferrous-metals, metal-office-furniture, and heating-apparatus industries.

Geographic variations in hiring practices seem to be caused primarily by the industrial characteristics of the areas concerned. In the Gulf States of Texas, Louisiana, Mississippi, and Alabama, 96 percent of the anticipated openings were in occupations closed to women; three-fourths of all the openings in the area were expected to be in the shipbuilding yards, blast furnaces, and foundries. In the New England area, on the other hand, the anticipated hires were distributed among a wide variety of industries, including many which do employ women, so that the hiring practices of the employers in this area closely approximate the national average. States which indicated relatively large proportions of openings in occupations in which women were or would be employed are States in which the hires of the ammunition industries predominate.

An examination of some of the reports for individual establishments indicates that some employers will not employ women in certain occupations in which other employers in the same industry and area do employ them or contemplate doing so. Although recent progress in this respect is encouraging, the survey indicates that considerable modification of employer restrictions against the hiring of women must still be achieved

before the female labor supply is effectively utilized in the war effort.

The Training of Women

During the first period of the national defense training program, women were not encouraged to enroll for training, since there were more than enough male workers available. From July 1, 1941, through February 28, 1942, there were 32,100 women who had completed or were about to complete pre-employment training courses out of a total of 688,000, or 4.7 percent (table 5). Only 5,400 women, or less than 1 percent of 699,000, had received training supplementary to regular employment. The largest numbers of women were enrolled in machine-shop and aviation-service courses.

The limited number of women enrolled for training is the direct result of the failure of employers to relax their restrictions on the employment of women. Appropriations for defense training require that training be directed to specific needs of war producers. It is evident that, as long as men were available, women were not being enrolled in training courses, nor did placement data indicate that women were being placed in occupations in which training was necessary.

While a sizable increase has occurred during the past few months in the number of women receiving training, a great many steps must be taken to speed up the program so that a larger portion of the available labor force of women may be utilized for the war effort. Specifically, more women could be trained for occupations in electrical services, machine shop, and small parts assembly, to which women have been found to be readily adaptable. Such a training program must continue to be closely related to local conditions, however, as some areas still have backlogs of graduate trainees who have not yet been placed.

Aside from governmental defense training, private employers are also initiating courses for women. One large watch firm last October began training female inspectors in taking caliper and micrometer readings in order to replace male inspectors. The aircraft plants on Long Island, after a trial of women trainees, have decided to hire and train them and eventually will employ about 5,000 as sheet-metal workers, riveters, welders, assemblers, and inspectors. A Maryland

aircraft firm has employed several women trainees for light sheet-metal work, and in May was training 700 women as aircraft riveters and aircraft sheet-metal workers.

The public training program has already made a tremendous contribution to the war effort by preparing workers for war work through short pre-employment and refresher courses and supplementary courses designed to upgrade employed workers. The long-time apprenticeship program of the Department of Labor and the training at the college level by the engineering, science, and management defense training program administered by the Office of Education are designed to satisfy the need for skilled and professional workers. The problem at the present moment is one of timing and coordinating both the short-time and long-time phases of the training program with the war production program.

An analysis of the labor needs of war industries for the period January-June 1942 indicated that 60 percent of the anticipated openings were in occupations requiring 6 months or less of training time; 38 percent required not more than 2 months' training. On the other hand, 16 percent of all hires were in occupations requiring 6 months to a year of training, and 15 percent required more than 2 years. These data indicate that the great bulk of the unskilled and semiskilled needs of

industry can be met in 2-6 months as soon as industry is ready to employ women in large numbers. The mass training of women in these short courses for unit-skilled occupations might not be practical, except in areas of current local stringency, until a substantial proportion of the 3.6 million¹ unemployed workers are absorbed, which will probably not occur until the end of 1942. But considerably more advance planning is necessary for the occupations—principally skilled and professional and managerial—which require longer training periods. This phase of the training program for women could well begin immediately, in anticipation of the period in 1943 and 1944 when industry will be more than anxious to employ qualified and trained women in any skilled or technical capacity.

Future Trend of Women's Employment

By the end of 1942, it is estimated that about 4.5 million women will be directly engaged in war work. While the number of women employed in the aircraft industry is still relatively small, it may be expected that before the end of the year the number will increase to possibly 200,000, if the industry modifies further its present hiring practices, as revealed by the special survey of January

¹ Estimate of the WPA for the week of March 8-14, 1942. Estimates for later months indicate a substantial decline from this number.

Table 5.—Enrollment summary of pre-employment and refresher and supplementary courses, by type of course and sex, July 1, 1941-February 28, 1942

Type of course	Cumulative enrollments in pre-employment and refresher courses						Cumulative enrollments in supplementary courses					
	Total ¹		Training concluded		In training Feb. 28, 1942		Total ¹		Training concluded		In training Feb. 28, 1942	
	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
Total.....	655,622	32,075	496,061	21,085	159,561	10,990	693,164	5,432	518,818	3,250	174,346	2,182
Automotive services.....	22,426	397	18,033	351	4,393	46	34,151	22	27,539	21	6,612	1
Aviation services.....	188,927	11,542	146,459	7,530	42,468	4,012	183,574	1,837	138,905	1,037	44,669	800
Construction.....	5,428	75	3,519	64	1,909	11	5,310	2	4,118	2	1,192	0
Drafting and blueprint reading.....	7,859	758	6,918	483	941	275	56,026	978	40,871	572	15,155	406
Electrical services.....	15,811	915	12,554	662	3,257	253	14,765	86	10,389	52	4,376	34
Forging.....	2,611	11	1,931	11	680	0	328	1	296	1	32	0
Foundry.....	6,577	29	4,941	21	1,636	8	2,226	3	1,859	3	367	0
Machine shop.....	181,004	5,340	134,069	3,405	46,935	1,935	116,844	690	80,332	393	36,512	297
Patternmaking.....	7,705	224	6,397	194	1,308	30	5,153	57	3,925	57	1,228	0
Radio services.....	9,152	1,809	6,633	1,167	2,519	642	14,668	308	9,126	175	5,542	133
Riveting.....	1,624	26	1,505	26	119	0	212	0	174	0	38	0
Sheet metal work.....	27,263	1,014	21,802	690	5,461	324	9,457	84	7,331	60	2,126	24
Shipbuilding and boatbuilding.....	90,947	240	65,925	63	25,022	177	80,130	74	54,361	22	25,769	52
Welding.....	72,582	473	53,476	364	19,106	109	59,190	115	42,625	73	16,565	42
Woodworking.....	2,525	87	2,040	87	485	0	10,050	4	9,289	4	761	0
Other.....	13,181	* 9,135	9,829	* 5,967	3,352	* 3,168	101,080	* 1,171	87,678	* 778	13,402	* 393

¹ Not adjusted for persons dropping out.

* Consists largely of power sewing-machine courses.

Source: U. S. Office of Education, Vocational Training for Defense Workers, Research and Statistics Section.

1942. Similarly, in other armament industries, the number of women employed may be expected to increase rapidly as recruitment of male labor becomes more difficult.

In shell-loading and bag-loading plants, thousands of women have already been employed, and the tendency is toward the increased utilization of women workers, since much of the work in these plants requires little training and is suitable for women. There is also sufficient evidence that women are replacing men in the consumer-goods, retail-trade, and service industries and that the replacement will probably continue at an increasing rate.

Until recently, there have been few indications of the extension of agricultural employment to women. Some instances have been reported of the training of women to run tractors and other farm equipment during local seasonal shortages. Although some types of farm work are too strenuous for women, past experience has shown that they can do all the light work. In some areas, plans are in progress for training women not

customarily engaged in agricultural work to aid in producing the necessary crops.

In mining, construction, and shipbuilding, men will continue to predominate, but women will gain sharply in the fields of transportation, power, communication, trade, apparel, and food processing, and in the hotel, restaurant, professional, and amusement industries.

With several million unemployed workers and no widespread labor shortage as yet, it will be some time before women are employed on a large scale everywhere. The unemployed and workers temporarily displaced by the conversion of industries to war work will have first consideration in employment. Where local labor shortages exist, increased efforts must be made to induce employers and labor to adopt policies that will ensure the full utilization of female labor. Jobs must be broken down into unit skills, workers will have to be upgraded, and women will need to be trained to fill the new jobs. By 1943, the demands of the victory program will require similar action in practically all areas.

Labor-Force Reserves

BARKEV S. SANDERS*

AS INDUSTRY EXPANDS under the impetus of war, it draws labor from among the unemployed and from groups which, but for the war, would not be engaged in gainful occupations. The new increments are of several kinds—the young who enter the labor force for the first time, those who have either completed or left schooling or training, the aged who reenter the labor force, the partially disabled and the handicapped who now can find jobs, housewives who had formerly been employed, and many others who have or have not formerly been in the labor force.

This report is addressed to some of the potentialities for further expansion of the labor force, particularly through the entrance of women into gainful employment.

When specific war plans take definite form, whether for the armed forces or for the production of munitions, the needs for labor can be foreseen with some precision, and the recruiting of personnel can go forward toward defined goals. But experience has amply shown that total needs cannot be reliably estimated by this method, because the nature and magnitude of the war effort change with the course of the war. Early forecasts of the needs for implements of war erred generally through being too low; some of the strains upon the labor supply which now impend were not foreseen then. It has therefore seemed wise to analyze our total potential human resources to meet industrial and military needs.

Estimates of the total potential labor supply with various kinds of subdivisions of the totals have been available for some time and from diverse sources. The special contribution of this study is in the statistical analysis of certain groups who, as need for their services arises, could augment the existing labor supply. This analysis was made possible by the availability from the family composition study of data concerning marital status and family and dependency relationships which could be applied to estimates of persons in the labor force and those not in the labor force. Data from the family composition study were used

because census data were not yet available. The family composition study is based on the family relationships of approximately 2.5 million urban persons, selected as a cross section of the urban population, and 150,000 rural individuals. The information was obtained in the winter of 1935-36 by the U. S. Public Health Service through a house-to-house canvass in 83 cities in 18 States and 23 predominantly rural counties in 3 States.¹

The primary objective of this article is to estimate the number of single, married, widowed, divorced, and separated women according to age and the number of children they have and the age composition of the children as indications of the availability of these women to augment the labor force. These estimates will not only indicate the extent to which the labor force may be increased but should also furnish guides as to problems involved in progressive expansion of the labor force and the relative facility with which various groups can make adjustments in their family life and domestic duties to enter gainful employment. The statistics may also indicate the magnitude of social adjustments which should be foreseen and the nature of social provisions which should be made to enable desired expansions in the labor force.

Employment Status of Persons Aged 14 and Over

Incidental to the primary purpose of this analysis, it has been necessary to develop estimates of the population of the continental United States for ages 14 and over according to age, sex, and employment status as of April 1, 1942. The assumptions underlying these estimates are presented briefly at the end of this article. The estimates are given in broad age classes in table 1, and the estimated increase in the labor force between April 1940 and April 1942 is summarized in table 2.

It is estimated that on April 1, 1942, there were 103.1 million persons aged 14 and over in the continental United States (table 1). Of these,

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¹ For analysis of data from this study, see Sanders, Barkev S., "Family Composition in the United States," *Social Security Bulletin*, Vol. 2, No. 4 (April 1939), pp. 9-13; other analyses have been carried from time to time in the Bulletin.

about 58.0 million, including about 84 percent of all males and 29 percent of all females aged 14 and over, were in the labor force, i. e., were employed in private or government work, including the armed forces, were on public emergency work, or were seeking work. Of the 45.1 million not in the labor force, about 8.1 million were attending school; 6.0 million were handicapped by age or physical defects or diseases; 1.3 million were institutionalized; and the largest segment, about 29.8 million, were "homemakers."² The last group contains by far the greatest part of the potential laborpower for future expansion of the labor force.

The 103.1 million were almost equally divided between males and females. A little more than 8 million of the males were not in the labor

² "Homemakers" includes the census classifications of females "engaged in own home housework" and "other"; 97 percent are estimated to be in the former category. See Bureau of the Census, *Instructions to Enumerators—Population and Agriculture 1940*, p. 56.

Table 2.—Sources of increase in the labor force between April 1, 1940, and April 1, 1942, according to sex¹

(In thousands)

Labor force in 1940 and 1942 and source of increase	Total	Male	Female
Estimated number of persons 14 years and over in the labor force, Apr. 1, 1942.....	58,015	43,164	14,851
Number of persons 14 years and over in the labor force, Apr. 1, 1940 ²	53,496	40,410	13,076
Total estimated increase, Apr. 1, 1940, to Apr. 1, 1942.....	4,520	2,745	1,775
Increases due to population changes.....	1,079	812	268
Increases due to added demand for labor.....	3,441	1,934	1,507
Males under age 65 (exclusive of school withdrawals).....	911	911	-----
Females under age 60 (exclusive of school withdrawals and delayed retirement, entry, or reentry into labor force over age 50).....	852	-----	852
Withdrawals from school.....	1,196	734	462
Males aged 65-74—delayed retirement and reentry into labor force.....	268	268	-----
Females aged 50-74—delayed retirement and entry or reentry into labor force.....	194	-----	194

¹ Totals represent sums of unrounded figures, hence may differ slightly from sums of rounded figures.

² Size of labor force differs from that given by the 1940 census, Release Series P-4, No. 8, because 1,789,144 persons of unknown employment status were distributed in accordance with percentage distribution for persons of known employment status on Apr. 1, 1940.

Table 1.—Estimated number of persons 14 years and over in the continental United States, by age group, sex, and employment status, and percentage distribution by employment status, April 1, 1942¹

(In thousands)

Age group	Estimated number of persons							Percentage distribution						
	Total	In labor force	Not in labor force					Total	In labor force	Not in labor force				
			Total	Home-makers	In school	Unable to work	In institutions			Total	Home-makers	In school	Unable to work	In institutions
Both sexes														
Total.....	103, 127	58, 015	45, 112	29, 752	8, 105	5, 974	1, 282	100. 0	56. 3	43. 7	28. 8	7. 9	5. 8	1. 2
14-19.....	14, 369	5, 429	8, 940	1, 154	7, 535	126	125	100. 0	37. 8	62. 2	8. 0	52. 4	. 9	. 9
20-24.....	11, 770	8, 277	3, 493	2, 762	489	138	104	100. 0	70. 3	29. 7	23. 5	4. 1	1. 2	. 9
25-44.....	40, 618	26, 194	14, 424	13, 339	81	564	441	100. 0	64. 5	35. 5	32. 8	. 2	1. 4	1. 1
45-64.....	26, 780	15, 466	11, 314	9, 610	-----	1, 333	370	100. 0	57. 8	42. 2	35. 9	-----	4. 9	1. 4
65 and over.....	9, 591	2, 649	6, 941	2, 886	-----	3, 814	242	100. 0	27. 6	72. 4	30. 1	-----	39. 8	2. 5
Male														
Total.....	51, 513	43, 164	8, 349	-----	3, 999	3, 527	823	100. 0	83. 8	16. 2	-----	7. 8	6. 8	1. 6
14-19.....	7, 225	3, 407	3, 818	-----	3, 676	64	78	100. 0	47. 2	52. 8	-----	50. 9	. 9	1. 0
20-24.....	5, 783	5, 359	424	-----	279	69	76	100. 0	92. 7	7. 3	-----	4. 8	1. 2	1. 3
25-44.....	20, 195	10, 525	670	-----	44	321	304	100. 0	96. 7	3. 3	-----	. 2	1. 6	1. 5
45-64.....	13, 638	12, 596	1, 042	-----	-----	805	238	100. 0	92. 4	7. 6	-----	-----	5. 9	1. 7
65 and over.....	4, 672	2, 276	2, 396	-----	-----	2, 269	127	100. 0	48. 7	51. 3	-----	-----	48. 6	2. 7
Female														
Total.....	51, 614	14, 851	36, 763	29, 752	4, 106	2, 447	458	100. 0	28. 8	71. 2	57. 6	8. 0	4. 7	. 9
14-19.....	7, 144	2, 022	5, 122	1, 154	3, 859	62	47	100. 0	28. 3	71. 7	10. 1	54. 0	. 9	. 7
20-24.....	5, 987	2, 918	3, 069	2, 762	211	69	28	100. 0	48. 7	51. 3	46. 1	3. 5	1. 2	. 5
25-44.....	20, 423	6, 669	13, 755	13, 239	36	243	136	100. 0	32. 7	67. 3	65. 3	. 2	1. 2	. 6
45-64.....	13, 142	2, 870	10, 271	9, 610	-----	529	132	100. 0	21. 8	78. 2	73. 2	-----	4. 0	1. 0
65 and over.....	4, 919	373	4, 546	2, 886	-----	1, 545	115	100. 0	7. 6	92. 4	58. 7	-----	31. 4	2. 3

¹ Totals represent sums of unrounded figures, hence may differ slightly from sums of rounded figures; percentage distributions computed from unrounded figures.

force. The group consisted exclusively of those in school, those unable to work, and a residual group of less than 1 million in institutions. The men not in the labor force are predominantly the very young and the very old—only about 1.1 million were in the age group 20-44. The outlook for further recruitment for the labor force from these 8.3 million men is limited.

Nearly 37 million women were outside the labor force; of these, about 29.8 million were homemakers, 4.1 million were in school, about 2.4 million were unable to work, and nearly half a million were in institutions. Appreciably more than half the 29.8 million homemakers were aged 20-44, and more than nine-tenths were under age 65. Obviously, this is the group from which most of the expansion of the labor force must come, and it is therefore important to explore further their marital and parental status. It will be of interest also to examine the marital and parental status of women who are already in the labor force.

Marital and Parental Status of Women in the Labor Force and of Homemakers

In addition to basic tables on marital and parental status of women derived from the urban and rural samples of the family composition study,

special tabulations were prepared using 10 percent of the urban sample to provide a more detailed analysis by employment status and by numbers of children in specified age groups. The respective ratios of single, married, and widowed, divorced, and separated women with specified numbers of children were applied to the estimated number of women in the labor force as of April 1, 1942, and to the estimated number of homemakers in urban and rural nonfarm areas. The rural sample was applied to estimates of rural-farm groups based on the 1940 census, without allowances for migration which occurred between 1940 and 1942. For the distribution of the number of women with children in specified ages, the 10-percent urban sample was used exclusively.

Of the nearly 15 million women in the labor force as of April 1, 1942, only about 3 million or less than 21 percent are married (table 3). Two-thirds of these married women have no children under 16 years of age, and of the remaining third more than half have only one such child. Only 15 percent of all the married women in the labor force have two or more children under age 16. About 3.8 million or 26 percent of the 15 million women are widowed, divorced, or separated.³

³ For the rest of the article, the terms "widowed" or "widows" will be used to denote the group "widowed, divorced, or separated."

Table 3.—Estimated number of women 14 years and over in the labor force, by age group, marital status, and number of children under 16, and percentage distribution by marital status and number of children, April 1, 1942¹

[In thousands]

Age group	Total	Married					Widowed, divorced, or separated					Single		
		Total	With specified number of children					Total	With specified number of children					
			None	One	Two	Three	Four or more		None	One	Two		Three	Four or more
Number														
Total.....	14,851	3,074	2,054	568	270	106	76	3,847	2,801	634	253	94	65	7,931
14-19.....	2,022	63	49	12	1	(1)	0	50	24	23	3	(2)	0	1,909
20-24.....	2,918	364	285	56	18	5	1	198	106	64	21	5	1	2,356
25-44.....	6,669	2,003	1,194	424	227	90	68	1,843	1,085	429	196	76	57	2,823
45-64.....	2,870	614	497	75	24	11	7	1,492	1,323	117	33	13	7	764
65 and over.....	373	30	29	(1)	(2)	0	0	263	262	1	(2)	0	0	80
Percentage distribution														
Total.....	100.0	20.7	13.9	3.8	1.8	0.7	0.5	25.9	18.9	4.3	1.7	0.6	0.4	53.4
14-19.....	100.0	3.1	2.4	.6	.1	(2)	0	2.5	1.2	1.1	.2	(1)	0	94.4
20-24.....	100.0	12.5	9.8	1.9	.6	.2	(1)	6.8	3.7	2.2	.7	.2	(2)	80.7
25-44.....	100.0	30.1	17.9	6.4	3.4	1.4	1.0	27.6	16.3	6.4	2.9	1.1	.9	42.3
45-64.....	100.0	21.4	17.3	2.6	.9	.4	.2	52.0	46.0	4.1	1.2	.4	.3	26.6
65 and over.....	100.0	7.9	7.9	(1)	(2)	0	0	70.6	70.4	.2	(2)	0	0	21.5

¹ Totals represent sums of unrounded figures, hence may differ slightly from sums of rounded figures; percentage distributions computed from unrounded figures.

² Less than 500.

³ Less than 0.05 percent.

Nearly three-fourths of these have no children, and of those with children three-fifths have only one child under 16. More than 53 percent of the women in the labor force are single. Table 3 indicates the extent to which the female labor force is composed of single women, women with no children, or women with only one child under age 16.

The deterrent effect of family responsibilities upon the participation of women in the labor force is most apparent among those who have children under 5 years of age (table 4). The relatively small proportion who have children under 5 or 5-9 years of age is indicated by the following percentages, derived from table 4:

Marital status and number of children	Number	Percent			
		Total	At least one child under 5 years	No child under 5; at least one child 5-9 years	No child under 10; at least one child 10-15 years
Married women with—					
One child.....	568,000	100.0	25.7	24.6	49.7
Two children.....	270,000	100.0	28.9	39.3	31.8
Three children.....	106,000	100.0	36.8	40.6	22.6
Four or more children.....	76,000	100.0	57.9	36.8	5.3
Widowed, divorced, or separated women with—					
One child.....	634,000	100.0	18.8	21.8	59.4
Two children.....	253,000	100.0	21.7	37.2	41.1
Three children.....	94,000	100.0	24.5	48.9	26.6
Four or more children.....	65,000	100.0	43.1	50.8	6.1

In summary: of the 1.1 million married women in the labor force with one or more children under 16 years of age, only 30.1 percent have at least one child under age 5; 31.1 percent have no child under age 5 but one or more children aged 5-9; the balance, 38.8 percent, have no child under 10. Of the 1.0 million widows in the labor force with one or more children under 16 years of age, only 21.5 percent have at least one child under 5 years of age; 29.7 percent have no child under 5 but one or more children 5-9 years of age; the balance, 48.8 percent, have no child under 10 years of age.

Of the 29.8 million homemakers who constitute the principal potential supply for the future expansion of the labor force, almost 79 percent are married (table 5), in contrast to the less than 21 percent found among the women in the labor force (table 3). Of the married women not in the labor force (the homemakers), more than half—in

contrast to the third found in the labor force—have one or more children. Some 43 percent of these homemakers with one or more children have only one child; 29 percent, two children; 14 percent, three children; and 14 percent have four or more children under 16 years of age. Only 15 percent of the homemakers are widowed. Of these, 83 percent have no children under 16 years of age. Of those with one or more children, 53 percent have one child, 25 percent have two children, 12 percent have three children, and 10 percent have four or more children. Finally, only about 6 percent of the homemakers are single, in contrast to the more than 53 percent found among women in the labor force.

Table 6 gives the number of married and of widowed homemakers with one or more children under age 5, 5-9, and 10-15. The summary findings from the table are indicated below:

Marital status and number of children	Number	Percent			
		Total	At least one child under 5 years	No child under 5; at least one child 5-9 years	No child under 10; at least one child 10-15 years
Married women with—					
One child.....	5,473,000	100.0	38.1	20.5	41.4
Two children.....	3,642,000	100.0	45.6	31.4	23.0
Three children.....	1,812,000	100.0	54.1	36.2	9.7
Four or more children.....	1,727,000	100.0	74.4	24.3	1.3
Widowed, divorced, or separated women with—					
One child.....	391,000	100.0	21.0	15.3	63.7
Two children.....	186,000	100.0	23.4	31.4	45.2
Three children.....	85,000	100.0	30.6	43.5	25.9
Four or more children.....	74,000	100.0	61.3	41.9	6.8

Of all the 12.7 million married homemakers with one or more children under 16 years of age, 47.5 percent have at least one child under 5 years of age, 26.4 percent have no child under 5 but at least one child aged 5-9, and 26.1 percent have children 10-15 years of age. Of the 738,000 widowed homemakers with one or more children under 16 years of age, 25.8 percent have at least one child under 5 years of age, 25.3 percent have no child under 5 but one or more children in ages 5-9, and 48.9 percent have children aged 10-15.

The greater relative frequency of young children among homemaker mothers compared with mothers in the labor force is emphasized in the summary percentages of mothers with one or more children under 5, 5-9, and 10-15 years of age, according to the marital and labor-force status of the mother:

Marital status	At least one child under 5 years	No child under 5; at least one child 5-9 years	No child under 10; at least one child 10-15 years
In labor force:			
Married.....	30.1	31.1	38.8
Widowed, divorced, or separated.....	21.5	29.7	48.8
Homemakers:			
Married.....	47.5	26.4	26.1
Widowed, divorced, or separated.....	25.8	25.3	48.9

Labor Potential

If a large proportion of the mothers with young children can be persuaded to participate in the labor force, provision must be made for the care of their children, especially for those less than 5 years of age.

The analysis of the marital and parental status of the homemakers indicates that there are nearly 2 million single persons, among whom a large fraction may be available for gainful work provided they live in areas where there are suitable

opportunities for employment and appropriate inducements. It should be noted that less than 1.5 million of these are in ages 14-44; the remainder are older and as a group probably less adaptable to gainful work (table 5). Furthermore, an unknown proportion of these single women may have family responsibilities, such as caring for aged or disabled members of the family or caring for young children in the household. Next to the single group, the group with the highest potential recruitment to the labor force are the married women who have no children under 16 years of age. There are nearly 11 million of these, though less than 4.5 million are less than 45 years of age. About half the group are aged 45-64, and nearly 1 million are aged 65 and over. In view of the likelihood that married men without children will be drafted in increasing numbers, it is probable that many of the younger women in this group will be in need of gainful work and will be available for

Table 4.—Estimated number of married women and of widowed, divorced, or separated women 14 years and over in the labor force, by age group and by number and age group of children under 16, April 1, 1942¹

[In thousands]

Number of children and age group	Married						Widowed, divorced, or separated					
	Total	14-19	20-24	25-44	45-64	65 and over	Total	14-19	20-24	25-44	45-64	65 and over
Total.....	3,074	63	364	2,003	614	30	3,847	50	198	1,843	1,492	263
Women without children.....	2,054	49	285	1,194	487	29	2,801	24	106	1,085	1,323	262
Women with children.....	1,020	14	80	809	117	(7)	1,046	26	91	757	170	1
No child under 5 and—												
None 5-9:												
One 10-15.....	282	0	(7)	216	65	(7)	377	0	2	268	106	1
Two 10-15.....	86	0	(7)	65	20	(7)	104	0	0	79	25	(7)
Three 10-15.....	24	0	0	17	6	0	25	0	0	17	8	0
Four or more 10-15.....	4	0	0	1	3	0	4	0	0	2	2	0
One 5-9:												
None 10-15.....	140	0	9	122	9	0	128	(7)	18	109	10	0
One 10-15.....	70	0	(7)	67	2	0	65	0	1	59	6	0
Two 10-15.....	29	0	0	26	3	0	30	0	0	26	4	0
Two 5-9:												
None 10-15.....	36	0	1	34	1	0	29	0	3	25	1	0
One 10-15.....	8	0	0	8	1	0	10	0	0	9	1	0
Three 5-9:												
None 10-15.....	6	0	0	6	1	0	6	0	(7)	6	0	0
Four or more, at least one 5-9.....	28	0	0	26	3	0	33	0	0	28	5	0
One child under 5 and—												
None 5-9:												
None 10-15.....	146	12	46	86	1	0	119	23	44	52	1	0
One 10-15.....	15	0	0	14	1	0	10	0	0	9	1	0
Two 10-15.....	7	0	0	7	1	0	2	0	0	2	0	0
One 5-9:												
None 10-15.....	41	0	5	36	0	0	27	0	8	15	1	0
One 10-15.....	7	0	0	7	0	0	5	0	0	5	0	0
Two 5-9:												
None 10-15.....	12	0	(7)	12	0	0	6	0	(7)	5	0	0
Two children under 5 and—												
None 5-9:												
None 10-15.....	22	1	11	11	0	0	18	3	9	6	0	0
One 10-15.....	1	0	0	1	0	0	1	0	0	1	0	0
One 5-9:												
None 10-15.....	8	0	2	6	0	0	5	0	2	3	0	0
Three children under 5 and—												
None 5-9:												
None 10-15.....	4	(7)	3	1	0	0	4	(7)	3	1	0	0
Four or more children, at least one under 5.....	44	0	1	41	1	0	28	0	1	27	(7)	0

¹ Totals represent sums of unrounded figures, hence may differ slightly from sums of rounded figures.

² Less than 500.

such work if suitable opportunities for employment are offered to them.

Next perhaps in the order of proportionate availability for the labor force are the married women and the widows who have only one or two children over age 10 (table 6). There are 3.4 million women in these two groups, of whom 57.3 percent are less than 44 years old and almost none are over 65. It may be assumed that persons in these groups are more likely to be prospective gainful workers than widows without children, since nearly half of the approximately 4 million widows without children are aged 65 and over. The homemakers in certain broad classes in the order of their probable availability for gainful work are listed as follows:

Marital status and number of children	Women (in thousands) in age group			
	Total	Under 45	45-64	65 and over
Total.....	29,752	17,255	9,611	2,886
Single.....	1,893	1,432	317	144
Married, without children under age 16.....	10,726	4,346	5,408	972
Married, with not more than two children, and none under 10 years of age.....	3,102	1,831	1,267	4
Widowed, divorced, or separated, with not more than two children, and none under 10 years of age.....	334	138	193	3
Widowed, divorced, or separated, with no children under 16.....	3,739	288	1,689	1,762
All other homemakers.....	9,958	9,221	737	0

One may hazard some guesses as to the number that the groups listed above and the remaining employment groups, including the 8 million males, could yield to the labor force if the demand for additional workers continued to mount; if 10-12 million men, including many married men with dependents, were drafted into the armed forces; if there were a vigorous administrative policy of using our human resources to the maximum; if wages were very attractive and provision were made for the care of young children through day nurseries and other expedients; and if there were other inducements for women to engage in gainful work. Under such circumstances, perhaps 75 percent of the single homemakers; 50 percent of the married homemakers with no children under 16; 35 percent of the married and the widowed with not more than two children and none under 10 years of age; 25 percent of the widows who have no children; and 10 percent of all the remaining homemakers might enter the labor force. These would mean an increase of about 10 million; probably another million or a million and a half could be derived from the remaining employment-status groups—those attending school and those “unable to work.” The institutional group is not likely to make any contribution except through prison labor, and even there the contribution is bound to be small. In

Table 5.—Estimated number of women homemakers 14 years and over, by age group, marital status, and number of children under 16, and percentage distribution by marital status and number of children, April 1, 1942¹

[In thousands]

Age group	Total	Married						Widowed, divorced, or separated						Single
		Total	With specified number of children					Total	With specified number of children					
			None	One	Two	Three	Four or more		None	One	Two	Three	Four or more	
Number														
Total.....	29,752	23,381	10,726	5,473	3,642	1,812	1,727	4,478	3,739	391	188	85	74	1,893
14-19.....	1,154	463	255	177	28	3	1	37	14	20	2	1	0	654
20-24.....	2,762	2,268	849	855	390	132	42	94	31	42	15	4	2	400
25-44.....	13,339	12,324	3,242	3,321	2,763	1,470	1,530	637	244	162	114	57	59	378
45-64.....	9,610	7,349	5,408	1,117	461	208	155	1,945	1,689	164	56	23	13	317
65 and over.....	2,886	977	972	4	(²)	(²)	(²)	1,765	1,762	3	(²)	(²)	(²)	144
Percentage distribution														
Total.....	100.0	78.6	36.1	18.4	12.2	6.1	5.8	15.0	12.6	1.3	0.6	0.3	0.2	6.4
14-19.....	100.0	40.1	22.1	15.3	2.4	.2	.1	3.2	1.2	1.7	.2	.1	0	56.7
20-24.....	100.0	82.1	30.7	31.0	14.1	4.8	1.5	3.4	1.1	1.5	.6	.1	.1	14.5
25-44.....	100.0	92.4	24.3	24.9	20.7	11.0	11.5	4.8	1.8	1.2	.9	.4	.5	2.8
45-64.....	100.0	76.5	56.3	11.6	4.8	2.2	1.6	20.2	17.6	1.7	.6	.2	.1	3.3
65 and over.....	100.0	33.8	33.7	.1	(²)	(²)	(²)	61.2	61.1	.1	(²)	(²)	(²)	5.0

¹ Totals represent sums of unrounded figures, hence may differ slightly from sums of rounded figures; percentage distributions computed from unrounded figures.

² Less than 500.

³ Less than 0.05 percent.

this respect, the contribution of men will be more significant. Thus the expected contribution to the labor force by women could be 11.0-11.5 million, provided suitable opportunities for work were available.

Another approach for guessing the maximum number of women who can be obtained to augment the labor force would be on the basis of the highest proportion of women found in the labor force in certain cities as given by the 1940 census. Using this approach, the Bureau of Employment Security has estimated the proportion of women in specified ages who may be available for gainful work.⁴ These ratios applied to the estimated number of women in ages 14 and over in the United States give an estimate of 22.5 million women ultimately in the labor force. This total

⁴ For a brief statement of the method used in these estimates, see "Estimating the Potential Expansion of the Female Labor Force in Urban Areas" in the Employment Security section of this issue.

would seem easily attainable under the circumstances assumed above, involving an increase of only 7.6 million over the number estimated as already in the labor force on April 1, 1942. If one takes the highest proportion of women in the labor force for each specified age group in any city shown by the 1940 census—exclusive of Washington, D. C.—the estimate of the possible number of women in the labor force becomes 23.8 million. If one takes the highest observed percentages, including Washington, D. C., the total becomes 25.0 million—or an increase of about 10.1 million over the number already in the labor force on April 1, 1942.

Another rough guide as to the maximum availability of women for the labor force may be found in foreign experience both for World War I and for the present war. In 1913, 28.4 percent of the membership of German workers' sickness insurance were women—some 4.1 million persons;

Table 6.—Estimated number of married women homemakers and of widowed, divorced, or separated women homemakers, by age group and by number and age group of children under 16, April 1, 1942¹

[In thousands]

Number of children and age group	Married						Widowed, divorced, or separated					
	Total	14-19	20-24	25-44	45-64	65 and over	Total	14-19	20-24	25-44	45-64	65 and over
Total.....	23,381	463	2,268	12,324	7,349	977	4,478	37	94	637	1,945	1,765
Women without children.....	10,726	255	849	3,242	5,408	972	3,739	14	31	244	1,689	1,762
Women with children.....	12,655	208	1,419	9,083	1,940	5	738	23	63	393	256	3
No child under 5 and —												
None 5-9:												
One 10-15.....	2,266	2	3	1,279	977	4	249	0	0	97	149	3
Two 10-15.....	836	0	1	546	289	(1)	85	0	0	41	44	(1)
Three 10-15.....	176	0	0	117	60	(1)	22	0	0	12	11	(1)
Four or more 10-15.....	22	0	0	15	7	(1)	5	0	0	1	3	(1)
One 5-9:												
None 10-15.....	1,120	3	72	921	125	(1)	60	0	6	39	14	0
One 10-15.....	810	0	3	673	134	0	44	0	0	32	12	0
Two 10-15.....	402	0	1	295	105	0	23	0	0	16	7	0
Two 5-9:												
None 10-15.....	334	0	12	308	14	0	15	0	1	14	0	0
One 10-15.....	205	0	1	181	22	0	13	0	0	9	4	0
Three 5-9:												
None 10-15.....	48	0	1	47	(1)	0	1	0	0	1	0	0
Four or more, at least one 5-9.....	420	0	1	328	91	0	31	0	0	25	6	0
One child under 5 and —												
None 5-9:												
None 10-15.....	2,087	172	780	1,120	15	0	82	20	36	26	(1)	0
One 10-15.....	210	0	2	191	17	0	5	0	0	5	0	0
Two 10-15.....	113	0	1	104	9	0	3	0	0	3	0	0
One 5-9:												
None 10-15.....	781	1	84	690	6	0	20	0	3	16	(1)	0
One 10-15.....	214	0	2	206	6	0	7	0	0	7	1	0
Two 5-9:												
None 10-15.....	252	0	12	238	2	0	6	0	1	6	0	0
Two children under 5 and —												
None 5-9:												
None 10-15.....	671	27	288	355	1	0	19	2	10	6	0	0
One 10-15.....	30	0	1	27	2	0	0	0	0	0	0	0
One 5-9:												
None 10-15.....	251	(1)	58	192	1	0	7	0	2	5	0	0
Three children under 5 and —												
None 5-9:												
None 10-15.....	121	2	56	82	0	0	3	1	1	(1)	0	0
Four or more children, at least one under 5.....	1,285	1	41	1,186	57		38	0	2	33	3	0

¹ Totals represent sums of unrounded figures, hence may differ slightly from sums of rounded figures.

² Less than 500.

in 1915 this number had increased to 6.0 million; by 1918 it had reached the peak of 7.5 million.⁵ In 1942, according to the present estimates, 25.6 percent of all persons in the labor force are women. It is conceivable that the number of women in the labor force in the United States could increase proportionately as much as the increase in the female membership of German sickness insurance funds, leading to an estimate of 26.8 million—an increase of 12.0 million. It may be assumed that, because of our sparser population and concentration of industries in certain areas and the lesser degree of regimentation, we may be unable to use our human resources as efficiently as Germany and therefore we may fall somewhat short of this goal. But it would seem reasonable that we can anticipate an increase of between 7 and 12 million women in the labor force and possibly of 1.5–2 million men, if all necessary measures short of compulsion are taken to facilitate their entry.

Whether we are able to approach only the minimum of this range or the maximum will be determined largely by the degree to which labor demand is widespread throughout the Nation so that those available for work can find suitable

work in their communities; another important factor will be the effectiveness with which public opinion is mobilized. The importance of residence in relation to areas in need of workers is very great. In this respect, women in rural-farm areas are a special group, not only because they are available only for agricultural employment but because many of them are in fact in the labor force, in that their contribution is essential to the management of the farm. It is of interest, therefore, to indicate even crudely the number and the marital and parental status of women listed as homemakers in rural-farm areas. These are given in table 7, the estimates having assumed no urban-rural migration between 1940 and April 1, 1942. On the basis of these estimates, a somewhat higher proportion of these homemakers than of all the homemakers in the country are married, and a higher proportion are single. Among the married homemakers a higher proportion have children, and more of those with children have two or more children.

Unless our labor shortage becomes so acute that provision is made for large-scale migration of potential workers to areas experiencing acute labor shortages, very large segments of potentially available labor power cannot be used. But

⁵ Die Krankenversicherung 1934, Statistik des Deutschen Reichs, Vol. 484, Berlin, 1936.

Table 7.—Estimated number of women homemakers 14 years and over in rural-farm areas, by age group, marital status, and number of children under 16, and percentage distribution by marital status and number of children, April 1, 1942¹

[In thousands]

Age group	Total	Married						Widowed, divorced, or separated						Single
		Total	With specified number of children					Total	With specified number of children					
			None	One	Two	Three	Four or more		None	One	Two	Three	Four or more	
Number														
Total.....	7,022	5,613	2,376	1,200	840	532	665	743	576	87	43	17	20	667
14-19.....	479	177	94	70	11	1	1	15	6	7	1	1	0	287
20-24.....	791	603	193	210	127	54	19	28	11	11	5	1	1	160
25-44.....	2,985	2,723	567	610	557	405	585	131	46	34	25	10	16	131
45-64.....	2,227	1,872	1,286	309	145	72	61	286	231	33	12	6	4	69
65 and over.....	540	237	236	1	(²)	0	0	282	282	1	0	0	0	20
Percentage distribution														
Total.....	100.0	79.9	33.8	17.1	11.9	7.6	9.5	10.6	8.2	1.2	0.6	0.3	0.3	9.5
14-19.....	100.0	36.9	19.7	14.6	2.3	.2	.1	3.2	1.4	1.5	.2	.1	0	59.9
20-24.....	100.0	76.2	24.4	26.6	16.1	6.8	2.3	3.6	1.4	1.4	.6	.1	.1	20.2
25-44.....	100.0	91.2	19.0	20.4	18.6	13.6	19.6	4.4	1.5	1.2	.9	.3	.5	4.4
45-64.....	100.0	84.1	57.7	13.9	6.5	3.3	2.7	12.8	10.3	1.5	.5	.3	.2	3.1
65 and over.....	100.0	44.0	43.8	.2	(²)	0	0	52.3	52.2	.1	0	0	0	3.7

¹ Totals represent sums of unrounded figures, hence may differ slightly from sums of rounded figures; percentage distributions computed from unrounded figures.

² Less than 500.

³ Less than 0.05 percent.

whether or not the need ever becomes so urgent, a substantial number of women with young children could be drawn into the labor force, if appropriate provisions were made for the care of their children. Consideration of these and similar programs cannot be deferred to the future. While there is as yet no great labor stringency from the standpoint of the Nation as a whole, acute stringencies in certain areas are already apparent, and the number of such areas will presumably increase in the months to come. If acute shortages are to be avoided, the necessary plans should be drawn up in good time. Early action is essential since, in addition to developing appropriate provisions to make the women available for gainful work, allowance must be made for training time, since the vast majority will have no prior work experience or at least none of recent date or in requisite lines of work. It is hoped the data presented here on marital and parental status will be of some value in the development of policy and plans.

Technical Notes

Population Estimates

The changes in population for specified age-sex-race groups were obtained by subtracting from the (medium) population estimates of the National Resources Committee for 1945 the estimates for 1940.⁶ These differences were converted into percentages, using the 1940 estimates as the base; four-tenths of the change thus obtained—2 years out of 5—was applied to the 1940 population given by the census in specified age-sex-race groups to estimate the population changes for the continental United States from April 1, 1940, to April 1, 1942. Adding these to the population enumerated in 1940 by the census gave the estimate of the population for April 1, 1942.

Increase in the Labor Force Through Population Changes and Added Demand for Labor

To determine the increase in the labor force as a result of population changes, the proportion of persons in the labor force in 1940 (after the proportionate distribution of those with unknown employment status), in specified age-sex groups, was applied to the estimated population of 1942; the result gave an increase of 1.1 million in the estimated labor force from 1940 to 1942. Those with unknown employment status were distributed proportionately, since it seemed improbable that all of them were outside the labor force. This distribution of the "unknown" increased the number of persons in the labor force in 1940 from 52.8 million to 53.5 million.

1. *Increase of males in the labor force (including the armed forces).*—In determining the increased proportion of males

⁶ National Resources Committee: Population Statistics 1. National Data, October 1937, pp. 9-13, table 1.

in ages under 65 in the labor force in 1942 over 1940 (exclusive of persons who withdrew from school to participate in the labor force), use was made of the increase in the number of applications for social security account numbers in 1941 over that in 1940. At the end of 1941, about 60 million account numbers had been issued. After subtracting from this the estimated number of persons with account numbers who had died since 1936 and the number who had retired as beneficiaries under old-age and survivors insurance, and making liberal allowances for duplicate account numbers, it would seem that at the end of 1941 there were more than 56 million account-number holders.

One could therefore assume that, with certain important exceptions, most persons who are more or less attached to the labor force already have account numbers, whether or not they are now working in covered employment. To the extent that this situation is approximated—and it is being approached very rapidly—any substantial increase in the annual number of applications for social security account numbers must indicate the entry of new workers into the labor force above the normal entry to take care of the annual turn-over. In other words, the number of applicants for account numbers can be considered to be composed of:

A. Normal turn-over cases which will remain essentially constant from year to year.

B. Shifts of noncovered persons who are in the labor force but without account numbers. This group should diminish progressively, approaching zero.

C. Enlargement of the labor force. It follows that before B has become relatively stationary, approximating zero, the applications for account numbers in 1 year will be less than applications for a preceding year unless C is large.

In 1940 there were 439,000 fewer male applicants for account numbers than in 1939. If employment conditions had remained the same, one would have anticipated a larger decrease in the number of applicants for account numbers in 1941 than the 1939-40 decrease; instead there was an increase of some 623,000.⁷ Therefore, the number of applications for account numbers in 1941 was at least 1.1 million in excess of what would have been expected, an indication that there were many more than the normal number of new entrants into the covered labor force during the year 1941. These increases cannot be attributed merely to turn-over, since the number of both males and females with taxable wages was increasing progressively throughout 1941. Nor could these increases be accounted for merely in terms of a shift from noncovered to covered employment, since there is evidence that the number of workers in noncovered industry has not decreased.⁸ Of the 1.1 million, some 600,000 were in ages over 20. There were, no doubt, additional workers entering the labor force, including the armed forces, who did not obtain account numbers within the first year of their entry into

⁷ Excludes account-number holders of unknown age; therefore differs slightly from figures in table 5, Old-Age and Survivors Insurance section of this issue.

⁸ Data on number and estimated earnings of persons in noncovered employment from U. S. Department of Commerce, Division of Foreign and Domestic Commerce.

the labor force or who already had account numbers. Assuming that there were at least some 200,000 of these, we have a net of 800,000 increase in the labor force in the ages 20-64. This increase would be still larger if the increment in the labor force for the first quarter of 1942 were taken into account.

With respect to the various groups not in the labor force, it was assumed that the greater part of this net increase must have come from males listed in the last census as "engaged in own home housework" (some 200,000 in ages 20-64) and from the group listed as "other" (about 500,000 in ages 20-64). The census definitions of these categories are as follows:

"Engaged in own home housework" includes persons "primarily occupied during March 24-30 with own home housework, even though she (or he) may work for pay during the canning season, or Christmas season." "Other" includes: "(a) persons who work only during a short season of the year, such as a professional football player, and who were neither working nor seeking work during the week of March 24-30, 1940; (b) retired persons still able to work; (c) persons who choose not to work; and (d) persons able to work who for any other reason were not working, not seeking work, and without a job."

It was assumed that persons in these two groups were those most likely to be drawn first into the labor force; for the sake of simplicity both groups were completely transferred to the labor force for all ages under 65, giving a net increase of males in the labor force of 911,000. It is more reasonable to believe that some residue was left and that part of the increment in the labor force must have come from a shrinkage of the group "unable to work." But this assumption would have necessitated several intermediary guesses, which could be avoided if it is reasonably valid to assume that the general size of the increase was approximately correct and that most of it came from the two categories mentioned. To test the reasonableness of this estimated shift, the proportion of males in each quinquennial age group in the estimated labor force for 1942 was compared with the corresponding 1930 ratio of male gainful workers. It was found that in all age groups except that under 25 the ratios for 1930 were higher than for 1942, a finding which seemed reasonable, since the 1930 census did not count as gainful workers persons who were seeking work but who had had no prior work experience.

2. *Increase of females in the labor force.*—It was assumed that the increase from 1940 to 1941 of about 414,000 in the number of female applicants for account numbers in ages 20-59 represented the increased participation of women in covered employment in the labor force. The increase in the first quarter of 1942 was ignored to allow for turn-over and the higher rates at which women without account numbers may have shifted from non-covered to covered employment. To the increment derived from the larger number of applications was added an estimate of the number of women who entered the labor force for the first time without applying for account numbers. To estimate this number, use was made of the proportion which women with taxable wages in an average quarter of 1940 in the different age groups were of

the total number of women in the labor force. This ratio gave an estimated increase of 242,000 women who had entered the labor force because of the increased demand for labor and who had not applied for account numbers. Thus the total increase in the labor force was 656,000 women in ages 20-59, still exclusive of groups that withdrew from school to become engaged in gainful work; most of the latter were under 20 years of age. With respect to the group under age 20, it was assumed that 15 percent of the "homemakers" in ages 16-19 and 10 percent of those in ages 14-15 had also entered the labor force. The result was a total increase of 852,000 women shifting from the "homemakers" group to the labor force.

3. *Increase resulting from school withdrawals.*—In October 1941 the U. S. Office of Education surveyed, through mailed questionnaires, the decrease in public-school enrollment between October 1940 and October 1941. When the estimated decrease reported by communities of specified size was weighted, an average decrease of 3.5 percent in high-school enrollment was obtained. The junior high schools and elementary schools also showed decreases, though smaller than that observed for high schools. It was assumed that the decreases in high-school enrollment were all among pupils aged 14 and over, and it was further assumed that 20 percent of the high-school population was in ages under 14. On these bases the decrease among persons in ages, roughly, 14-18 was 4.3 percent. It was assumed that the rate of withdrawal for males was $1\frac{1}{2}$ times that for females. On applying this rate to the 1940 school population the estimated percentage of withdrawals from school was found to be 3.4 for females and 5.1 percent for males. Even though the aggregate withdrawal rate from elementary schools and junior high schools was less than from high schools, it was believed that withdrawal of persons aged 14 and over from these schools was much higher than the withdrawal rate from high schools. On this basis the withdrawal rate for all persons in ages 14-18 was increased to 5 percent for females and 7 percent for males for the period October 1940-October 1941. These percentages gave an estimated withdrawal of 269,000 males and 194,000 females in ages 14-18. It was assumed that the withdrawal for the entire period, April 1, 1940-April 1, 1942, was twice as large as the withdrawal for 1940-41; and the estimates were accordingly 539,000 males and 387,000 females or a total of 926,000. All those who withdrew are assumed to have entered the labor force, including the armed forces. No allowance was made for decreases in the population in ages 14-18 from 1940 to 1942.

A recent publication⁹ on the decrease of enrollment in colleges indicates an average decline of 9.2 percent in enrollment for 1941 compared with 1940. On this basis it was assumed that the withdrawal rate from school for those in ages 19-44 must have been at least 10 percent from 1940 to 1941.¹⁰ It was further assumed that the rate of withdrawal among males was twice as large as among females. When these proportions were applied to the

⁹ "Statistics of Attendance in American Universities and Colleges," *School and Society*, Vol. 54, No. 1407 (Dec. 13, 1941), pp. 539-540.

¹⁰ A study made in 1941 by the Bureau of Labor Statistics, U. S. Department of Labor, concerning decreased college registration also yielded an estimate of approximately 10 percent.

1940 school population aged 19 and over, it was estimated that some 98,000 males and 37,000 females withdrew from school between October 1940 and October 1941. Again, it was assumed that the withdrawal for the 1940-42 period was twice as high as the estimated withdrawal for the period 1940-41. Therefore, the total decrease was taken as 195,000 for males and 74,000 for females. The aggregate school withdrawal for all age groups was 734,000 for males and 462,000 for females or a total of nearly 1.2 million.

4. *Increase of the aged in the labor force.*—For aged males, adjustments were made for ages 65-74, since the groups "engaged in own home housework" and "other," from which most of the additions would have come in younger ages, had been entirely shifted to the labor force and it was deemed unwarranted to make further adjustments at this time for the group "unable to work" in ages under 65. It was assumed that the increase in the labor force had resulted from (a) retardation in retirement, and (b) return to the labor force after retirement. To estimate the effect of delayed retirement on the increase of the labor force, it was assumed that, on the average, the proportion of persons in the labor force for a specified age would be the ratio of persons 2 years younger found in the 1940 census. These proportions for ages 63-72 were applied to the total male population at each single year of age for ages 65-74 to obtain an estimate of the labor force for ages 65-74. The difference between the estimates thus obtained and the 1940 census was assumed to indicate the results of 2 years' delay in retirement; since it was assumed that the increased labor demand has in general been effective for a year and a quarter only, five-eighths of the increase computed above, or 168,000, was taken as representing the actual net increase in the labor force.

To estimate the number of males returning from retirement it was necessary first to estimate the number of persons who had retired. Ratios were obtained from the family composition study for the age groups 65-69 and 70-74 of those "retired" to the sum of the "retired" plus the "disabled." For each of the two age classes, the ratios obtained were applied to the estimated number of persons classed as "unable to work" plus "other" obtained by applying the census ratios to the population estimate for April 1, 1942. This procedure was followed on the assumption that, under the census definition, many retired persons in advanced ages reported themselves as "unable to work" and only a fraction of them reported themselves in the class "other." This adjustment gave for each age group an estimate of the retired males—a total of 1.2 million.

Data obtained from old-age and survivors insurance records were used to estimate the proportion of retired persons who had returned to covered employment between April 1, 1940, and April 1, 1942. On December 31, 1941, out of 222,817 primary beneficiaries entitled to benefits, 20,000 or 9 percent were employed in covered jobs during the month. On the basis of this evidence, it was guessed that at least 10 percent of the 1.2 million retired males in ages 65-74 or about 120,000 persons had returned to the labor force. This estimate combined with that for persons who postponed retirement gave a total of 288,000 males in

ages 65 and over as the addition to the labor force as of April 1, 1942.

The increase of the labor force through greater participation of females in ages 50-74 was estimated in parallel fashion. It was assumed that only 8 percent of the females in ages 50-74 not in the labor force had entered the labor force after April 1, 1940. The estimated total increase for women in these ages was 194,000—105,000 from postponing retirement and 89,000 new entrants and reentrants in the labor force.

5. *Recapitulation of the increases in the labor force.*—Table 2 recapitulates these increases and shows the comparative size of the labor force in 1940 and 1942. Since the preliminary estimates were completed, they have been checked against other available estimates. The over-all estimate of the labor force—58 million—is believed reasonable. There has probably been an overestimation of school withdrawals but somewhat of an underestimation of the number of males and females in intermediate ages, and possibly of females in older ages who have entered the labor force. These differences are so minor, compared to the totals, that recomputing the estimates would not have been warranted.

The Family Composition Study

Data used in the family composition study are based on schedules obtained by the U. S. Public Health Service in conducting the National Health Survey. The schedules were filled out by a house-to-house canvass in the winter of 1935-36 in 83 cities and 23 primarily rural counties in Georgia, Missouri, and Michigan. The urban sample included cities from 18 different States. (See footnote 1.)

In the present estimates developed by applying data from the family composition study both the urban and rural samples were used. With respect to the number of children in specified ages under 5, 5-9, and 10-15, a 10-percent urban sample was the only basis. In the family composition study, married women included only women living with their husbands; women in households from which the husband was absent or missing were classed as "separated" and combined within the category "widowed, divorced, or separated." Only such children were enumerated in the family as were living with the family; children attending school or away from home were omitted. The term "children" comprised natural children, adopted children, or foster children under 16 years of age.

There may be some objection to the appropriateness of having applied the data from the family composition study to the present analysis, because of the passage of time since that study was made. There are indications that marriage rates have continued to increase since 1935 and there has been a perceptible upward change since 1937 in the birth rate. The estimates of women with children under 5 years of age may therefore be somewhat low, and similarly the estimated proportion of married women in the population; but, on the whole, it is doubtful that the consequent error from these elements of possible bias could be such as to affect substantially the over-all end results. Moreover, as the war continues, marriage rates are likely to decline sharply and the birth rate is also

likely to fall, thus giving results which may be expected to come into closer harmony with the estimates given here on the basis of 1935-36 observations.

In this connection, an estimate of the number of persons under 16 years of age obtained from the family composition study was found to be nearly 5 percent lower than an estimate of the population in these ages based on the estimates of the National Resources Committee and the 1940 census. This underestimate would have been less if a higher proportion of married women and women with children were assumed in the 1942 labor force, as would have been reasonable.

A more important limitation concerns the comparability

of the marital and parental status of women in the labor force in 1942 and of gainful workers in 1935-36. Undoubtedly the marital and parental composition of women who would not have been in the labor force but for the present exigency differs from that of women regularly in the labor force. The size of the errors on these scores is probably more serious, and they probably operate to give a somewhat lower proportion of married women in the labor force in 1942 than would be found if an enumeration were made. But even these errors are probably too small to distort the resulting estimates as a gauge of the general magnitudes involved, which are sufficient for policy-forming purposes.

Wartime Federal Civilian Employees and Old-Age and Survivors Insurance

D. C. BRONSON *

MOST JUSTIFIABLY, members of the armed forces have received, and are receiving, legislative attention in matters relating to pay,¹ benefit programs,² and relief from civilian obligations.³ Federal acts and orders have increased the serviceman's base pay, granted Government allowances to his dependents, provided the higher war rates for death and disability benefits administered by the Veterans Administration, made available the inexpensive protection of National Service Life Insurance, and established various forms of relief, moratoria, and deferments of obligations incurred in his previous civilian status. Moreover, some 40 State legislatures have amended their unemployment compensation laws to freeze or protect his benefit rights for the period of his military service.

Although no similar measures have as yet been taken to protect the serviceman's acquired rights under old-age and survivors insurance, the problem was recognized when selective service began operation and has frequently been mentioned in Congress as one which needs solution. Various plans have been suggested,⁴ such as a complete moratorium, to eliminate rights to benefits during his period of service while freezing his existing benefit status for resumption without penalty upon his return to private life; an incomplete moratorium, which would hold open during his service period eligibility to benefit for his survivors while his existing benefit status was frozen; automatic granting of insured status to service men, perhaps dependent on their having previously worked in covered employment; or direct extension of old-age and survivors insurance coverage to all the armed forces. One of the difficulties is to find a satisfactory method of coordinating the amount of benefits and period of coverage with the cor-

responding provisions of the Veterans Administration program, to prevent, for one thing, an undesirable duplication of survivor payments and, perhaps later, disability benefit payments. Certainly the man should not suffer upon his return to private life either by lapse of his insured status or reduction in his covered average wage on account of his service in the armed forces. Perhaps this problem will not be increased by some delay since, because of the various provisions for his family if he dies while in the service, the time at which the needed old-age and survivors insurance amendment should be directed is when the man leaves the forces and resumes, or is ready and available to resume, employment in private industry.

The situation among the civilian employees of the Government, particularly among those we might call the "duration employees," presents a different picture. There are no veterans' benefits, no National Service Life Insurance, no family allowances, no civilian relief measures; the States have set up no safeguards to preserve unemployment compensation rights; nor has Federal legislation been introduced or specifically promised with respect to continuity of credits and maintenance of protection under old-age and survivors insurance. There are probably valid arguments for this variation in the treatment of civilians, except for the last. Civilians presumptively do not run equal risks with servicemen as to death and disability; civilians usually voluntarily seek and leave their Government jobs; civilians are better paid and more able to provide their own protection, savings, and so on, and to maintain their civil obligations and relationships. There is nothing, however, that they are able to do voluntarily, or with Government cooperation, to prevent their Federal employment from causing a gap in their social security protection, a gap which widens with each day on the Federal pay roll.

In the Bulletin for May 1940, the writer discussed the advantages which would accrue to public employees if coverage under the Social

*Office of the Actuary.

¹ Public, No. 607, 77th Cong., Public, No. 625, 77th Cong., and Public, No. 490, 77th Cong.

² See provisions for death and disability benefits through the Veterans Administration, including protection under the National Service Life Insurance Act of 1940.

³ Public, No. 861, 76th Cong.

⁴ See Tate, Jack B., "The Contemplated Federal Provisions for Men in the Army and Their Families," an address presented at the National Conference of Social Work, Atlantic City, June 3, 1941.

Security Act were extended to them, and the resulting increase in the effectiveness of the Social Security Act as an instrument for the general welfare. Such extension, together with the inclusion of other groups whose employment is not now within the purview of the act, has been consistently advocated by the Advisory Council, the Social Security Board, and the President. Opposition has been met from some public-employee groups, and in certain other quarters. Without injecting those arguments into the present article, let us assume for purposes of discussion that it is not yet feasible to extend old-age and survivors insurance coverage to the whole area of Federal employment. What then of the hundreds of thousands of individuals who during the last few years have come to Federal civilian defense jobs from private covered employment, to which most of them will return? They should not be permanently penalized by the effect of this Federal employment on their insured status. An indication of the magnitude of the problem in terms of the number of employees involved can be seen from data on the absolute and relative increases in certain major war agencies and in the total executive branch of the Federal Government (table 1). Since the increase shown is net, the gross number of new entrants already far exceeds 1 million persons. One recent newspaper account,¹ allegedly based on statistics from the Civil Service Commission, claims gross placements during the fiscal year 1941-42 alone of 1.5 million persons, as a result of a very high rate of current turn-over.

It is true that, of the more than 2 million persons now in Federal employment, probably 85-90 percent are members of a retirement plan, mainly the civil-service system. The amendments to the Civil Service Retirement Act, effective January 24, 1942, broadened the scope of its membership, although Executive Order No. 9154 of May 1, 1942, excluded an unknown number of persons (probably 200,000 or 300,000) in various types of temporary intermittent, fee, and piece-work services. It is also true that members of the civil-service system who obtain 5 years of Federal service and subsequently leave the service will have available, as a deferred annuity, a monthly income representing their own contributions plus the Government's retirement obligation for the

period of service rendered. This provision, however, does not adequately compensate workers whose active old-age and survivors insurance participation terminates upon their entering Federal service. Individuals with wives, children, and dependent parents will lose the protection afforded their survivors in the event of their death, and all who return to private pursuits will be obliged to make up the "Federal gap" before they regain insured status. Moreover, a permanent reduction will have been made in their average wage for benefit purposes. A small potential annuity from the civil-service retirement system cannot make up for lapse in protection of survivors, should the individual die, which may represent the loss of thousands of dollars of insurance value. Even this deferred annuity does not apply if the employee has had less than 5 years' service on terminating his Federal service; in that case he receives a refund of his contributions plus interest, or contributions minus \$1 a month (tontine)² plus interest, depending on whether his separation is voluntary or involuntary.

Since at present, for large numbers of these duration employees, the long-range protection of the old-age and survivors insurance program is impaired by their civilian war service, it is pertinent to examine the steps which could be taken to right this anomaly and remove or abate the impairment. By hypothesis, the more satisfactory and basic solution of complete coverage of Government employees under old-age and survivors insurance has been ruled out of this discussion.

It has been suggested that whatever solution in respect to old-age and survivors insurance is worked out for the armed forces should apply in this civilian area also. Since no one plan for servicemen is yet advocated with much unanimity, however, this suggestion offers no concrete solution of the civilian problem, which seems more immediate than that affecting the armed forces. The complete moratorium would give no substitute death-benefit protection comparable to veterans' benefits. The incomplete moratorium of paying benefits but collecting no taxes and chalking up neither zero wages nor time elapsed would clearly deprive the old-age and survivors insurance trust fund of any quid pro quo, and

¹ *The Washington Post*, May 28, 1942.

² A charge of \$1 per month deducted from the employee's contributions and credited to the general retirement and disability fund.

**Table 1.—Growth in selected defense and war agencies,
January 1940–April 1942**

Agency	Number of employees		Increase	
	January 1940	April 1942	Number	Percent
Total, executive branch.....	936,700	2,011,800	1,075,100	115
Total, 10 agencies.....	298,500	1,306,800	1,008,300	338
War Department.....	120,600	724,800	604,200	501
Navy Department.....	101,000	401,000	300,000	297
Civil Aeronautics Administration.....	5,200	7,700	2,500	48
Civil Service Commission.....	1,800	6,400	4,600	256
Maritime Commission.....	1,600	4,400	2,800	175
Office for Emergency Management.....		21,900	21,900	
Panama Canal.....	16,000	36,600	20,600	129
Selective Service System.....		21,400	21,400	
Tennessee Valley Authority.....	15,306	38,800	23,500	187
Veterans Administration.....	38,800	43,800	5,000	13

Source: Civil Service Commission, Statistical Division, *Monthly Report of Employment* . . . June 12, 1942.

would also involve various administrative difficulties, particularly with respect to those who may have intermittent or part-time covered employment. Unless the old-age and survivors insurance trust fund is prepared to grant an indefinite "free ride" as to tax collections, any moratorium or freezing plan for civilians does not seem susceptible of satisfactory development.

It seems probable that the majority of these duration employees will leave the Federal civilian ranks after the war, though perhaps not immediately. Would it then not be feasible to consider all employees entering after a given date as a special group for purposes of continuing old-age and survivors insurance protection of those with previous covered employment and including in the system those who may have their first jobs in Federal service but will spend the greater part of their working life in employment covered by the old-age and survivors insurance system. The President declared a limited emergency in September 1939, and the resulting increase in personnel began to be noticeable shortly thereafter; January 1, 1940, might therefore be chosen as the beginning date for defining such special group. Large numbers of employees hired after January 1, 1940, came through regular civil-service channels and received classified jobs in the civil-service system. This situation held until Executive Order No. 9063 of February 16, 1942, which provided that personnel appointed for most positions thereafter should not acquire classified civil-service status, though they were not excluded

from the provisions of the civil-service retirement system. This order gives further support for establishing a special classification of employees, although its date is too late for effective use and January 1, 1940, is suggested.

Another delimitation of the special group should be that it is confined to the executive branch of the Government, where the large increase in personnel has taken and is taking place; this provision would exclude legislative and judicial employees and personnel of the District Government. However, to allow for possible war corporations, seized plants, and other establishments owned or controlled by the Government, the plan could permit the President by Executive Order to include employees of such owned, controlled, or seized establishments in the special group if he decides that such inclusion is warranted.

The special group should be confined, as far as practicable, to bona fide new Government employees. Thus, it might exclude any reentrant who, prior to January 1, 1940, had accumulated 3 years of Federal employment creditable under section 5 of the Civil Service Retirement Act. There might be other preferable administrative short cuts to this weeding-out process.

The special group should be confined to those in the Federal service on a set date (to be discussed later) together with those hired after that date, and there would be no retroactive treatment for persons who had been in Federal service but had left prior to the set date. The termination date for the special group should be fixed at a point after the end of the war—perhaps 6 months, to conform with the tenure established under Executive Order No. 9063. It may well be, however, that 6 months will be much too short, depending on the nature of the peace and the military, social, and economic problems it may impose on the Government.

Individuals should probably not be excluded from the group on the basis of temporariness or intermittency of their employment, as they are excluded from the civil-service retirement system by Executive Order No. 9154, although certain contractors, consultants, and dollar-a-year men could reasonably be omitted.

Additional criteria might be necessary or advisable for the complete delimitation of this special group. But assuming a satisfactory definition, what then is the treatment suggested? It is pro-

posed that the members of this special group be included in the old-age and survivors insurance coverage, commencing with an effective date (to be decided) and ending with a calendar date (to be decided) which will terminate the special group as such. As to the effective beginning date there are several possibilities. Assuming that in no event will Federal service prior to January 1, 1940, be counted, that date might be chosen as the starting date, and all persons hired thereafter (subject to the other conditions) would be included and credited with their Federal service from then on. This procedure would raise the question of back tax collections and necessitate tracing back, practically on an individual basis, to discover the period on the Federal pay roll and the salary paid since January 1, 1940, or later entrance date. Another method might be to assign an arbitrary but reasonable salary—say \$150 a month—for use in computing the back taxes and wage credits; this method would still require tracing the periods of employment. Still another suggestion is to treat any interval of Federal service since January 1, 1940, and the effective date of extension as a moratorium period for tax obligations and credited wages, tying in the latter date to the date of induction after January 1, 1940, as if there were no gap—again an awkward matter of individual adjustment.

An approach which assumes that the gap is not yet wide enough to harm seriously the rights of the majority of duration-employees, and one which would obviate individual adjustments and enormously simplify administrative problems, is to allow any hiatus between January 1, 1940, and the effective date of the extension to remain as non-covered employment. Thus, if the extending amendment were effective October 1, 1942, a person who entered Federal service on October 1, 1940, would have a permanent 2-year gap in his old-age and survivors insurance records. Assuming that he came from covered employment and had had such employment since January 1, 1937, he would have acquired $3\frac{1}{4}$ years of coverage on October 1, 1940, and would still be fully insured on October 1, 1942. Picking up from October 1, 1942, he could maintain his insured status thereafter. The gap would, of course, operate to reduce somewhat his average wage, on which benefits are computed, but this reduction would become less with the passage of time. In other cases in

which insured status has actually lapsed during the gap, a certain length of time would be required to regain it. This simplified plan of treating the gap would, however, be far more advantageous to the individual than the present ever-widening non-covered interval.

Having established the special group and having set the formula for treating the gap since January 1, 1940, the plan of extension would provide for regular tax collections from the included employees and the Government as employer from the effective date, say October 1, 1942, onward. Regular wage credits would be posted, and death or retirement claims would be handled under the regular adjudicative processes for old-age and survivors insurance benefits. At the termination of the special group, or earlier separation from Government service, such wage credits and insured status as an employee had built up while in Federal service would remain to his credit in the old-age and survivors insurance records.

In appraising this proposal it must be borne in mind that a majority of these duration employees are also required to contribute to the civil-service retirement system, under which the rate of deduction increased from $3\frac{1}{4}$ to 5 percent as of July 1, 1942. The old-age and survivors insurance tax proposed herein would be in addition to the civil-service deduction. Hence, if the plan commenced October 1, 1942, there would be 3 months in which the total deduction would be 6 percent, and after January 1, 1943, for 3 years (on present statutory tax scale and if the special group exists) the total rate would be 7 percent. (Total rates apply to the first \$3,000 only; above that amount only the civil-service rate of 5 percent applies.) This deduction load does not appear unreasonable in these days of high taxes and savings, particularly in view of the fact that the money would go into Government securities in the two trust funds. The contribution to civil service is solely a savings plan for all those duration employees who leave Government service within 5 years; and for those who do not leave for some time after having acquired 5 years of service, the contributions help provide a vested deferred annuity to commence at age 62, the size of which depends on the length of Government service and the mode of separation therefrom. It is recognized also that some workers who do not continue in covered employment would lose the benefit rights they might acquire under old-age

and survivors insurance during their Federal employment; their situation, however, would be no different from that of persons who work for only a brief period in private covered employment and subsequently, after leaving it, lose rights they have thus acquired. For any but a temporary plan, a method of coordination between such deferred annuity and the old-age and survivors insurance retirement benefits would be necessary (see the article in the May 1940 Bulletin); on a relatively short-term basis, however, the problems of anomalies and duplicate retirement benefits should not be important.

Assuming for purposes of this article that it is not yet feasible to adopt the most satisfactory and basic solution of complete coverage of Government employees under old-age and survivors insurance, and adopting among the alternate specifications discussed above the ones which appeal to the writer, the proposal outlined is, in summary: to provide that all civilian employees (1) who are on the active pay roll of the executive branch on or after October 1, 1942 (or other date) and (2) who have been inducted into Government service since January 1, 1940 (without having had 3 previous years of Federal service) shall be covered from October 1, 1942, under the benefit and contribution provisions of the Social Security Act; this coverage and participation shall continue until a date to be fixed as 1 year (or other period) beyond the official ending of the states of war; during this period and thereafter all provisions with respect to old-age and survivors insurance wage credits, insured status, and benefits shall operate to make such period and such employment a permanent part of the included coverage for old-age and survivors insurance; the plan shall not change any schedules for deductions, contributions, or benefits under any Federal retirement or benefit system in which any such employee is also participating.

This, then, is a general sketch of a plan for alleviating the losses of protection and impairments of old-age and survivors insurance wage credits among civilian Government employees, which are now operating and will continue to operate if no corrective amendments to title II of the Social Security Act are adopted. As stated earlier, the armed forces appear to have adequate substitute protections, and the problem for them will come mainly at the end of the war, although the railroad retirement system already has legislation⁷ protecting the "military gap" as to railroad workers entering the armed forces. Also, unemployment insurance legislation in the States is being amended to recognize the serviceman's possible future job problem. For civilian Government employees, little if any special treatment as to unemployment insurance has been accorded or discussed; the civil-service retirement refund upon separation, plus the Federal annual-leave provisions, may represent for the duration employees a fair substitute for the unemployment compensation benefit, the rights to which they can later regain in private fields. The writer feels that an immediate need is in the area of Federal civilian personnel, the so-called duration employees.

In Great Britain the basic social security program has been recognized as primary for temporary civilian Government workers, and such employees have not been brought within the civil-service staff pension plan. They have been continued under the social insurances, the peacetime areas of which they came from and to which they expect to return. Our approach to the matter thus far appears to be along opposite lines, which need at least partial correction if impairment of old-age and survivors wage credits and loss of insurance protection are to be obviated.

⁷ Public, No. 520, 77th Cong.

PUBLIC ASSISTANCE

BUREAU OF PUBLIC ASSISTANCE

Public assistance and earnings under the Federal work programs in the continental United States in May amounted to an estimated \$141.6 million, a decrease of 5.8 percent from April 1942 and 28.8 percent from May 1941, and represented the lowest amount expended since November 1933. The estimates of 8.9 million persons in 3.7 million households benefiting from these payments were the lowest since complete records were available in January 1933.

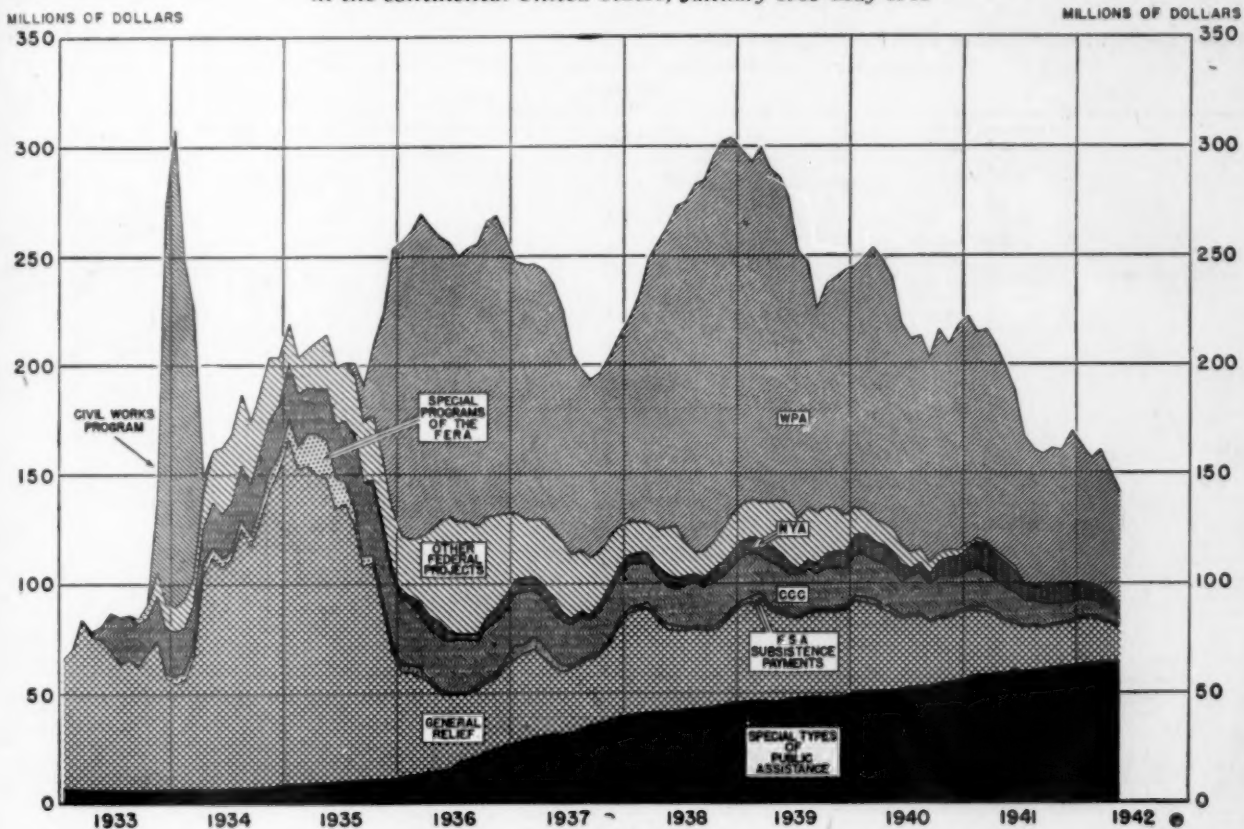
April-May changes of 1 percent or less occurred in all three of the special types of public assistance; old-age assistance and aid to the blind increased and aid to dependent children decreased in both recipients and payments. The other assistance and Federal work programs decreased. General relief cases declined 9.1 percent and payments 10

percent. Persons employed by the Federal work programs and their earnings dropped 10 percent.

The special types of public assistance accounted for 45 percent of estimated total expenditures for the month, exceeding the total for the Federal work programs for the first time since April 1933. The Federal work programs accounted for 43 percent and general relief for 11 percent.

In States with plans approved by the Social Security Board in both years, the number of persons receiving old-age assistance in May 1942 was larger in 35 States than in May 1941; the number receiving aid to the blind, in 26 States; and the number of families receiving aid to dependent children, in 18 States. In contrast, each State reported a smaller number of cases receiving general relief.

Chart 1.—Public assistance and Federal work programs: Payments to recipients and earnings of persons employed in the continental United States, January 1933–May 1942



¹ Includes estimate for FSA, CCC, and other Federal agency projects for May 1942.

Table 1.—Public assistance and Federal work programs: Assistance and earnings in the continental United States, by month, May 1941–May 1942
(In thousands)

Year and month	Total	Assistance to recipients					Earnings of persons employed under Federal work programs						Earnings on regular Federal construction projects ¹
		Special types of public assistance			General relief	Subsistence payments certified by the Farm Security Administration ²	Civilian Conservation Corps	National Youth Administration ³		Work Projects Administration ⁴	Other Federal agency projects financed from emergency funds ⁵		
		Old-age assistance	Aid to dependent children	Aid to the blind				Student work program	Out-of-school work program				
1941													
May	\$198,988	\$44,118	\$12,858	\$1,896	\$23,290	\$975	\$14,765	\$3,385	\$8,129	\$88,246	\$1,336	\$106,415	
June	188,052	45,686	12,803	1,896	20,581	1,670	12,902	2,595	7,992	80,754	1,173	110,103	
July	167,063	45,333	12,570	1,889	19,828	308	11,693	26	7,164	67,332	920	119,282	
August	161,139	45,693	12,573	1,905	19,645	442	11,430	1	7,507	61,156	787	129,808	
September	158,650	46,188	12,562	1,910	18,546	318	10,665	150	7,384	60,285	642	137,119	
October	161,400	46,860	12,698	1,949	18,591	372	9,616	1,731	7,115	61,974	494	156,661	
November	160,393	47,226	12,841	1,969	18,438	509	9,572	2,364	7,419	59,732	323	167,074	
December	169,835	47,806	13,111	1,993	19,474	748	8,448	2,290	6,849	68,936	480	166,800	
1942													
January	162,134	47,925	13,310	2,029	20,163	1,404	7,686	1,842	5,747	61,775	253	166,029	
February	157,465	48,512	13,553	2,017	19,225	1,663	7,135	1,675	5,656	57,794	235	166,106	
March	159,453	48,273	13,639	2,029	18,818	1,383	6,332	1,670	5,407	61,781	121	194,221	
April	150,322	48,453	13,591	2,038	17,182	907	5,071	1,637	5,101	56,283	59	236,843	
May	141,600	48,899	13,451	2,040	15,395	(10)	4,262	1,555	4,787	50,488	35	287,008	

¹ Partly estimated and subject to revision. For 1933 data, see the Bulletin, February 1941, p. 66; for January 1934–April 1941, see the Bulletin, February 1942, pp. 26–27. For definitions of terms, see the Bulletin, September 1941, pp. 50–52.

² Excludes earnings on regular Federal construction projects.

³ Data from the FSA.

⁴ Data from the CCC. Beginning July 1941, earnings of persons enrolled estimated by the CCC by multiplying average monthly number of persons enrolled by average of \$67.20 for each month for enrollees other than Indians and \$60.50 for Indians.

⁵ Data from the NYA.

⁶ Data from the WPA.

⁷ Data from the Bureau of Labor Statistics. Beginning with October 1941, represents earnings on projects financed from PWA funds only; data not available for other Federal agency projects financed under Emergency Relief Appropriation acts, but latest available reports showed total monthly earnings of approximately \$100,000.

⁸ Excluded from total; data from the Bureau of Labor Statistics.

⁹ Partly estimated.

¹⁰ Data not available.

Table 2.—Public assistance and Federal work programs: Recipients of assistance and persons employed in the continental United States, by month, May 1941–May 1942¹
(In thousands)

Year and month	Estimated unduplicated total ²		Recipients of assistance						Persons employed under Federal work programs					Persons employed on regular Federal construction projects ³
			Special types of public assistance				Cases for which subsistence payments were certified by the Farm Security Administration ⁴	National Youth Administration ⁵			Work Projects Administration ⁶	Other Federal agency projects financed from emergency funds ⁷		
			Old-age assistance	Aid to dependent children		Aid to the blind		Civilian Conservation Corps ⁸	Student work program	Out-of-school work program				
				Families	Children									
1941														
May	4,913	13,048	2,148	393	944	74	1,038	36	223	462	392	1,453	10	723
June	4,691	12,375	2,167	391	942	74	934	40	195	357	384	1,376	9	718
July	4,145	10,811	2,181	388	935	74	876	14	175	5	318	1,025	7	758
August	4,040	10,412	2,195	386	931	74	859	18	171	(9)	315	1,015	6	783
September	4,000	10,231	2,205	384	926	75	817	11	159	34	308	1,007	5	835
October	4,094	10,272	2,214	385	928	76	796	13	144	273	288	1,009	4	928
November	4,136	10,326	2,224	385	928	77	782	16	143	341	303	1,027	2	991
December	4,125	10,331	2,234	390	941	77	798	26	126	333	283	1,023	2	977
1942														
January	4,147	10,413	2,240	396	953	78	836	42	115	306	234	995	2	965
February	4,107	10,335	2,241	399	960	78	817	46	107	256	231	998	2	1,038
March	4,029	10,053	2,245	401	965	78	784	38	95	247	220	933	1	1,145
April	3,826	9,340	2,245	401	963	78	723	24	76	237	205	837	(9)	1,332
May	¹⁰ 3,676	¹⁰ 8,884	2,248	399	958	78	657	(11)	64	215	181	759	(9)	1,609

¹ Partly estimated and subject to revision. For 1933 data, see the Bulletin, February 1941, p. 66; for January 1934–April 1941, see the Bulletin, February 1942, pp. 28–29. For definitions of terms, see the Bulletin, September 1941, pp. 50–52.

² Estimated by the Work Projects Administration and the Social Security Board. Excludes persons employed on regular Federal construction projects.

³ Data from the FSA.

⁴ Data from the CCC.

⁵ Data from the NYA. Beginning July 1941, number employed on out-of-school work program based on an average of weekly employment counts during month.

⁶ Data from the WPA.

⁷ Data from the Bureau of Labor Statistics. Beginning with October 1941, represents employment on projects financed from PWA funds only; data not available for other Federal agency projects financed under Emergency Relief Appropriation acts, but latest available reports showed total monthly employment of approximately 1,000.

⁸ Excluded from estimated unduplicated total; data from the Bureau of Labor Statistics.

⁹ Less than 500 persons.

¹⁰ Preliminary.

¹¹ Data not available.

Table 3.—Special types of public assistance: Recipients and payments to recipients in States with plans approved by the Social Security Board, by month, May 1941–May 1942¹

Year and month	Number of recipients				Amount of payments to recipients			
	Old-age assistance	Aid to dependent children		Aid to the blind	Total	Old-age assistance	Aid to dependent children	Aid to the blind
		Families	Children					
1941								
May.....	2,151,518	380,831	918,595	49,700	\$57,944,086	\$44,186,359	\$12,582,640	\$1,175,087
June.....	2,170,489	379,605	916,789	49,817	59,466,477	45,754,779	12,532,362	1,179,336
July.....	2,184,792	376,148	909,567	49,878	58,871,288	45,403,047	12,297,714	1,170,527
August.....	2,198,037	374,403	905,543	50,208	59,243,460	45,761,626	12,297,580	1,184,254
September.....	2,208,098	372,288	900,968	50,412	59,743,651	46,256,821	12,293,201	1,193,629
October.....	2,217,273	380,830	919,541	51,791	60,764,272	46,928,895	12,604,077	1,231,300
November.....	2,227,333	381,163	919,892	52,187	61,300,389	47,295,058	12,758,341	1,246,990
December.....	2,237,386	387,159	934,980	52,616	61,907,635	47,876,672	13,068,605	1,263,358
1942								
January.....	2,243,158	393,109	947,970	53,094	62,544,104	47,994,615	13,271,190	1,278,299
February.....	2,244,515	396,417	954,863	53,454	63,386,702	48,582,792	13,511,395	1,292,515
March.....	2,248,444	398,533	959,192	53,764	63,242,686	48,343,626	13,597,643	1,301,417
April.....	2,248,421	397,724	956,928	53,914	63,382,340	48,522,800	13,549,280	1,310,260
May.....	2,250,988	395,742	952,038	54,129	63,687,872	48,906,046	13,406,449	1,313,377

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50–52.

Chart 2.—Special types of public assistance and general relief: Index of payments to recipients in the continental United States, January 1933–May 1942

[Average month 1936=100]

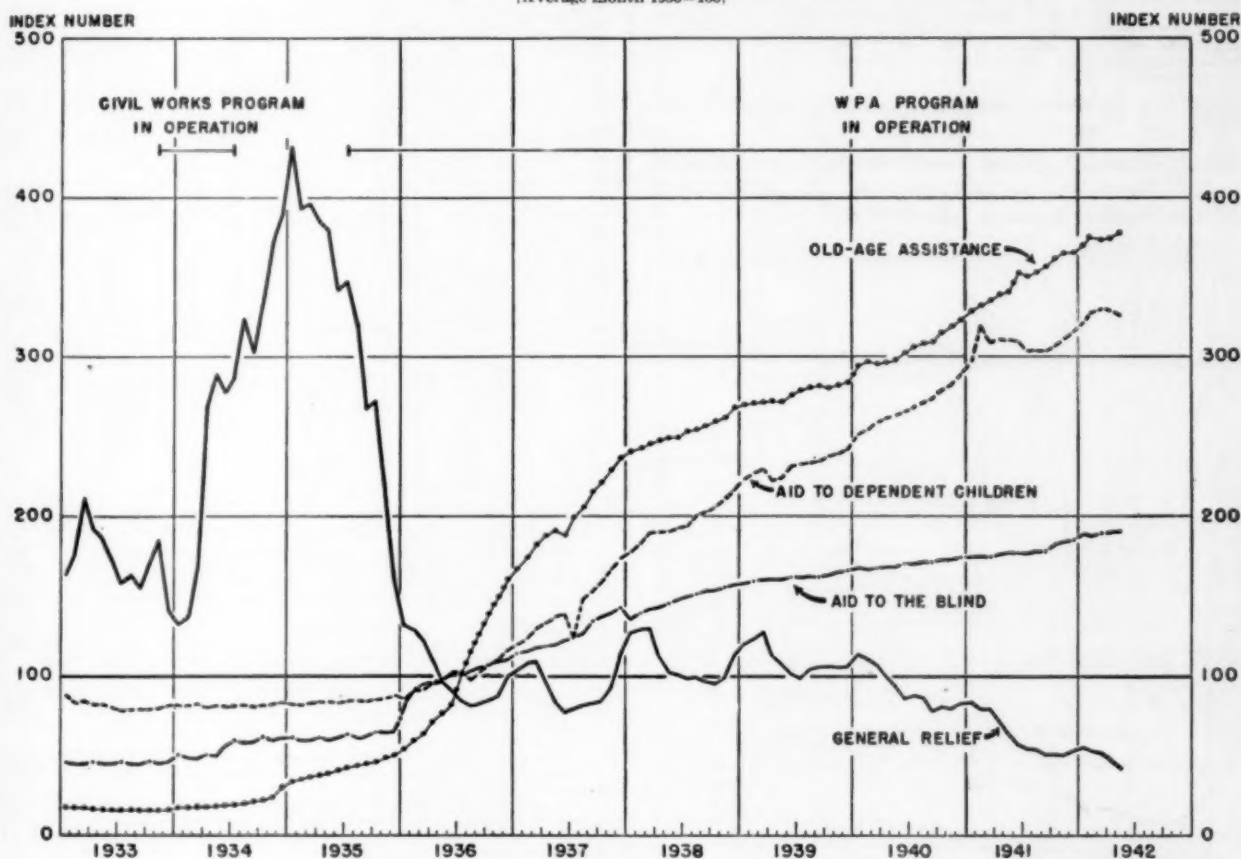


Table 4.—Food stamp plan: Number of areas included and participants, and value of stamps issued in the continental United States, by month, May 1941–May 1942¹

Year and month	Number of areas included ¹	Number of participants ²		Value of food stamps issued
		Cases	Persons	
1941				
May	346	1,230,000	3,968,900	\$9,902,603
June	363	1,213,111	3,925,000	9,950,959
July	374	1,184,490	3,821,600	9,998,088
August	388	1,152,431	3,706,800	9,782,709
September	389	1,122,628	3,598,200	9,645,306
October	390	1,083,306	3,447,700	9,078,800
November	390	1,061,094	3,331,300	8,803,766
December	398	1,044,201	3,459,400	9,395,102
1942				
January	399	1,095,636	3,528,100	9,428,392
February	1,307	1,115,946	3,589,600	9,605,399
March	1,388	1,092,103	3,584,000	9,783,140
April	1,458	1,043,931	3,322,700	9,246,138
May ⁴	1,481	986,175	3,084,800	8,718,110

¹ Data exclude persons receiving commodities under direct distribution program of the Agricultural Marketing Administration and value of such commodities.

² Through January 1942, an area represents a city, county, or group of counties; beginning with February 1942, an area represents a county or city.

³ Includes recipients of 3 special types of public assistance and of subsistence payments from the FSA; recipients of, and those eligible for, general relief; persons certified as in need of relief and employed on or awaiting assignments to projects financed by the WPA. Includes for 1 area (Shawnee, Okla.) some low-income families having weekly income of less than \$19.50 who have been eligible to participate since October 1939.

⁴ Preliminary.

Source: U. S. Department of Agriculture, Agricultural Marketing Administration.

Chart 3.—Special types of public assistance and general relief: Payments to recipients in the continental United States, January 1936–May 1942

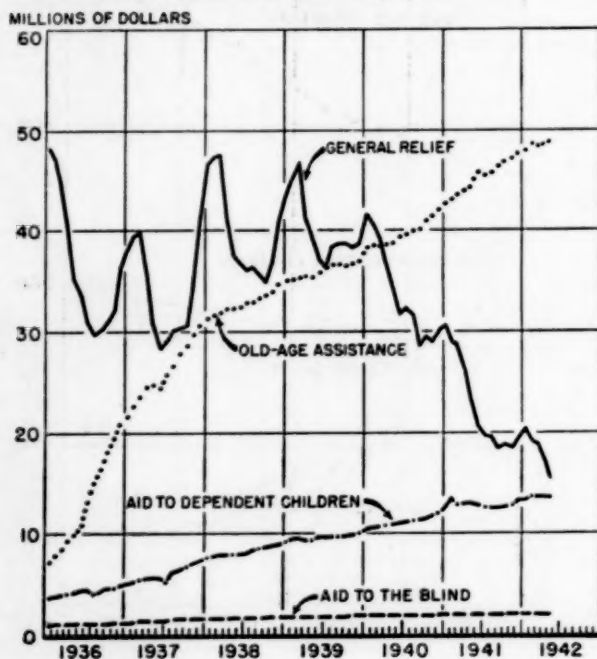


Table 5.—General relief: Cases and payments to cases in the continental United States, by State, May 1942¹

State	Number of cases receiving relief	Amount of payments to cases	Average payment per case	Percentage change from—			
				April 1942 in—		May 1941 in—	
				Number of cases	Amount of payments	Number of cases	Amount of payments
Total¹	657,000	\$15,395,000	\$23.43	-9.1	-10.4	-36.7	-33.9
Ala.	2,292	20,791	9.07	(²)	+9	-5.6	-4.1
Ariz.	2,705	53,510	19.78	-2.4	-7	-12.0	+8.8
Ark.	3,835	24,284	6.33	+6	-3.9	-11.2	-3.4
Calif.	27,262	656,472	24.08	-7.1	-4.1	-62.1	-66.6
Colo. ⁴	9,066	167,197	18.56	-12.8	-11.1	-28.1	-9
Conn.	5,663	164,515	29.05	-9.1	-7.9	-41.5	-35.2
Del.	560	10,942	19.54	-4.8	-7.9	-47.8	-47.5
D. C.	1,702	43,103	25.32	-7.7	-7.0	-20.8	-18.9
Fla.	6,911	49,584	7.17	-4.0	-1.7	-18.1	-19.2
Ga.	5,317	39,261	7.38	-1.6	+1.1	-10.8	+2.3
Idaho ⁴	1,107	16,695	15.08	-6.6	-7.5	-24.0	-19.4
Ill.	82,999	2,035,448	24.52	-8.5	-7.8	-34.4	-24.4
Ind. ⁴	18,428	261,119	14.17	-15.3	-21.5	-33.7	-30.7
Iowa	13,925	214,126	15.38	-15.1	-16.9	-33.3	-32.4
Kans.	9,167	163,210	17.80	-8.3	-9.2	-30.9	-19.3
Ky.	3,500	37,000	10.57	-3	-3	-6.5	-6.2
La.	11,757	191,813	16.31	-3	-3	-41.0	-32.2
Maine	4,600	105,813	23.00	-10.4	-6.6	-16.8	-13.8
Md.	6,389	134,595	21.07	-7.9	-12.9	-28.6	-27.4
Mass.	29,198	731,848	25.07	-13.2	-18.7	-28.9	-17.4
Mich.	28,718	642,004	22.36	-15.5	-20.2	-36.0	-30.7
Minn.	17,268	350,305	20.29	+1.5	+4	-35.1	-14.0
Miss.	596	2,734	4.59	-7.2	-10.1	-34.5	-26.1
Mo.	14,026	203,486	14.51	-16.2	-15.4	-32.8	-26.6
Mont.	2,227	30,391	16.34	-13.3	-16.1	-28.4	-21.4
Nebr.	4,851	57,108	11.77	+8.8	+9.3	-1.7	-6.1
Nev.	469	7,046	15.02	-8.8	-11.8	-42.8	-39.0
N. H.	3,100	74,000	23.87	-9	-2.5	-29.7	-17.9
N. J. ⁴	18,077	419,815	23.22	-5.4	-7.7	-28.2	-26.2
N. Mex. ⁷	1,261	11,290	8.95	-8.1	-6.0	-15.7	-14.1
N. Y.	152,740	5,596,225	36.64	-22.5	-24.0	-26.6	-16.8
N. C.	3,878	27,741	7.15	-10.9	-14.7	-37.5	-28.5
N. Dak.	2,101	31,282	14.89	(²)	(²)	-1.1	+7.4
Ohio	34,693	659,802	19.02	-10.5	-7.2	-39.2	-22.1
Okla.	7,905	40,305	50.98	-13.0	-12.1	-59.8	-63.2
Oreg.	4,393	92,147	20.98	-12.9	-13.6	(¹¹)	-22.3
Pa.	54,158	1,090,424	20.13	-4.6	-2.7	-1.1	+3.8
R. I. ¹⁰	4,122	139,991	33.96	-20.0	-19.8	-27.8	-15.0
S. C.	2,161	18,583	8.60	-7.6	-7.9	-24.7	-16.4
S. Dak.	2,894	42,549	14.70	-12.4	-13.7	-42.3	-45.8
Tenn.	2,200	14,000	6.36	-13.4	-8.1	-32.6	-24.9
Tex.	7,799	71,040	9.11	-4.8	-6.8	-16.3	-9.4
Utah	3,038	81,279	26.75	-6.0	-10.2	-37.6	-17.0
Vt.	1,232	23,484	19.06	-11.4	-13.5	-15.3	+8.5
Va.	4,730	49,502	10.47	-12.0	-19.7	-37.7	-30.9
Wash.	6,479	140,768	21.73	-15.5	-17.7	-23.3	-11.5
W. Va.	12,736	137,389	10.79				
Wis.	17,728	369,237	20.83				
Wyo.	846	14,702	17.38				

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-52.

² Partly estimated; does not represent sum of State figures, because an estimated number of cases receiving medical care, hospitalization, and/or burial only and total payments for these services in 3 States have been excluded, and data on cases aided in Oklahoma have been estimated to exclude duplication.

³ No change.

⁴ Includes unknown number of cases receiving medical care, hospitalization, and/or burial only, and total payments for these services.

⁵ Excludes assistance in kind and cases receiving assistance in kind only and, for a few counties, cash payments and cases receiving cash payments. Amount of payments shown represents approximately 70 percent of total expenditures.

⁶ Estimated.

⁷ State program only; excludes program administered by local officials.

⁸ Includes cases receiving medical care only; number believed by State agency to be insignificant.

⁹ Represents 3,595 cases aided under program administered by State board of public welfare, and 4,510 cases aided by county commissioners; amount of duplication believed to be large; average per case and percentage change in number of cases cannot be computed.

¹⁰ Partly estimated.

¹¹ Comparable data not available.

Table 6.—Old-age assistance: Recipients and payments to recipients, by State, May 1942¹

State	Number of recipients	Amount of payments to recipients	Average payment per recipient	Percentage change from—			
				April 1942 in—		May 1941 in—	
				Number of recipients	Amount of payments	Number of recipients	Amount of payments
Total ²	2,250,988	\$48,960,046	\$21.75	+0.1	+0.9	+4.6	+10.8
Ala.	21,182	202,331	9.55	+4	+2.6	+5.6	+10.5
Alaska	1,571	46,344	29.50	-2	+3	-1	+3.4
Ark.	9,472	325,868	34.40	+5	+5	+7.6	+31.8
Calif.	25,025	208,250	8.32	+1	(³)	-3.9	+3.8
Colo.	158,032	5,763,133	36.47	-2	-2	+1.6	-1.9
Conn.	42,918	1,371,745	31.96	(⁴)	+3.3	+1.2	+8.6
Del.	17,660	518,010	29.33	-4	-1	+2	+3.3
D.C.	2,356	30,111	12.78	-3	+2	-8.6	+4.8
Fla.	3,538	93,210	26.35	-1.7	-1.7	+1.0	+3.5
Ga.	42,576	605,356	14.22	+1.5	+1.7	+12.2	+22.5
Haw.	64,593	569,098	8.81	+2.0	+2.4	+27.6	+35.4
Idaho	1,734	24,071	13.88	-5	(⁵)	-4.3	+3.9
Ill.	9,872	231,217	23.42	+6	+1.2	+6.6	+10.1
Ind.	150,403	3,936,911	26.18	+1	+1.0	+3.1	+17.5
Iowa	70,466	1,378,805	19.57	(⁶)	+2.1	+4.9	+11.1
Kans.	56,586	1,208,742	21.36	-2	+1	-4	+2.0
Ky.	31,140	693,868	22.28	+3	-3.5	+8.8	+25.2
La.	57,558	559,994	9.73	-1.0	+3	+2.0	+11.1
Maine	35,592	474,976	13.35	+1	+3	-1.4	-1.4
Md.	15,767	334,348	21.21	+1.9	+2.0	+25.2	+27.5
Mass.	10,754	316,872	18.91	-7	-5	-7.0	-1.5
Mich.	86,865	2,844,400	32.75	-3	+8.9	-4	+12.7
Min.	92,821	1,793,610	19.32	-2	+2.2	+8.5	+22.9
Miss.	63,340	1,409,946	22.26	-1	+1	+6	+5.0
Mont.	27,057	244,080	9.02	-8	-8	+2.5	+5.9
Nebr.	115,778	1,540,973	13.31	-5	-2	-23.7	-23.7
Nev.	12,502	280,132	22.41	+1	+2.2	+4	+11.4
N.H.	29,558	549,889	18.60	-3	+1.2	+2.3	+11.7
N.J.	2,230	68,188	30.58	-6	-1	-4.0	+10.5
N.M.	7,304	166,438	22.79	+1	+6	+5.7	+11.4
N.Y.	30,065	677,916	22.55	-7	-5	-3.6	+2.2
N.C.	8,102	82,671	16.20	-2	-2	+5.9	-1.0
N.D.	119,760	3,123,902	26.08	-8	-2.5	-1.3	+4.3
Ohio	39,222	404,767	10.32	(⁷)	+1	+4.8	+6.3
Okla.	9,515	175,595	18.45	-2	+3	+4.0	+11.1
Ore.	139,357	3,337,834	23.95	(⁸)	+4	+1.5	+4.5
Pa.	77,770	1,499,231	19.28	+2	+6	+2.0	+9.4
R.I.	21,848	502,700	23.01	+2	+1.3	+5.9	+13.8
S.C.	98,387	2,254,811	22.92	-1.1	-7	-4.9	-2.1
S.D.	7,423	172,912	23.29	-2	+1.0	+6.9	+22.9
Tenn.	20,913	237,153	11.34	+2.1	+5.9	+20.6	+77.3
Tex.	14,838	284,324	19.16	-1	+1	-9	-1.0
Utah	37,548	434,559	11.57	+4.8	+7.4	-6.6	+6.6
Va.	171,536	3,358,779	19.58	+1.5	+2.1	+29.2	+120.6
Wash.	14,610	394,632	27.01	-4	-3	+2.9	+4.4
W. Va.	5,567	98,081	17.62	+8	+1.6	-4.5	(⁹)
Wis.	19,905	205,077	10.30	-5	-4	-4	+2.6
Wyo.	64,389	2,156,738	33.50	+1	+4	+14.0	+18.3
	23,276	409,532	17.59	+5	+9	+22.1	+46.6
	54,139	1,278,015	23.61	-2	-2	+4	+4.1
	3,568	88,901	24.92	-3	(¹⁰)	+1.4	+5.2

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-52.
² All 51 States have plans approved by the Social Security Board.
³ Decrease of less than 0.05 percent.
⁴ Includes \$106,788 incurred for payments to 3,332 recipients 60 but under 65 years of age.
⁵ Increase of less than 0.05 percent.

Table 7.—Aid to the blind: Recipients and payments to recipients, by State, May 1942¹

State	Number of recipients	Amount of payments to recipients	Average payment per recipient	Percentage change from—			
				April 1942 in—		May 1941 in—	
				Number of recipients	Amount of payments	Number of recipients	Amount of payments
Total	78,485	\$2,040,874	\$26.00	+0.2	+0.1	+6.1	+7.6
Total, 44 States ²	54,129	1,313,377	24.26	+4	+2	+8.9	+11.8
Ala.	654	6,253	9.56	+9	+2.9	+5.8	+12.0
Ark.	408	13,666	33.50	+1.2	+1.7	+2.0	+24.4
Calif.	1,166	11,325	9.71	-2	+1	+2.4	+8.7
Colo.	7,202	337,221	46.82	-5	-6	-1.2	-3.9
Conn.	639	21,191	33.16	-2	+2	+6.3	+14.6
D.C.	214	6,008	28.07	+2.4	-5	-9	-1.3
Fla.	286	9,574	33.48	+3.6	+9.9	+23.8	+36.0
Ga.	2,734	41,319	15.11	+1	+6	+7.2	+17.1
Haw.	1,988	22,871	11.50	+1.8	+2.4	+28.0	+36.4
Idaho	78	1,272	16.31	(³)	(⁴)	(⁵)	(⁶)
Ill.	275	6,632	24.12	-7	+5	-1.1	+6.4
Ind.	7,415	\$23,707	30.17	-1.5	-1.0	-8	-1.6
Iowa	2,363	51,443	21.77	+2	+8	-4	+4.4
Kans.	1,539	41,608	27.04	+1	+9	+1.4	+13.9
Ky.	1,344	31,519	23.45	(⁷)	-3.8	-4.7	+7.6
La.	1,325	22,685	17.13	+1.0	+1.0	+7.5	+7.8
Maine	1,081	24,567	22.75	(⁸)	(⁹)	+1.0	+9
Md.	625	13,987	22.38	-8	-7	-7.8	-3.8
Mass.	1,124	27,447	24.42	-4	-1	-4.4	-1.5
Mich.	1,392	36,075	25.92	(¹⁰)	+9	+14.0	+23.6
Min.	1,021	27,930	27.36	+4	+8	+4.2	+6.8
Miss.	1,365	14,527	10.64	+1.5	+1.9	+32.5	+64.7
Mo.	75,000	83,100	11.08	+1.5	+1.9	+32.5	+64.7
Mont.	330	8,026	24.32	+2.8	+4.3	+32.0	+46.8
Nebr.	729	15,702	21.54	-8	+2	+2.0	+6.1
Nev.	88	860	34.89	(¹¹)	(¹²)	(¹³)	(¹⁴)
N.H.	334	7,999	23.95	+9	+1.2	+1.8	+6.9
N.J.	726	17,733	24.43	-7	-1	-3.3	-5
N.M.	254	4,325	18.48	+1.3	+1.0	+7.3	+5.8
N.Y.	2,757	75,172	27.27	-9	-2.9	-3.3	+3.1
N.C.	2,232	33,886	15.18	-2	+2	+17.4	+18.9
N.D.	137	3,049	22.26	-7	-3	-40.4	-36.9
Ohio	3,937	81,682	20.75	-1	+3	-2.1	+7.5
Okla.	2,190	49,415	22.56	(¹⁵)	+1.3	+1.8	+43.0
Ore.	467	12,850	27.52	-2	+2	+1.7	+12.1
Pa.	13,913	414,730	29.81	+1	+2	+2.4	+1.7
R.I.	95	2,163	22.77	(¹⁶)	(¹⁷)	(¹⁸)	(¹⁹)
S.C.	816	8,845	10.84	+1.4	+1.4	+4.1	+10.8
S.D.	252	3,862	15.33	+8	+1.5	-9.7	-18.1
Tenn.	1,577	19,636	12.46	+9	-1.3	-3.7	+7.0
Tex.	2,989	68,415	22.89	+6.4	+6.2	(²⁰)	(²¹)
Utah	175	4,854	27.74	+6	+3	-3.8	+2.2
Va.	163	3,632	22.40	+6	+9	+3.2	+8.0
Wash.	1,082	14,068	13.00	(²²)	+3	+4.6	+8.3
W. Va.	1,007	35,981	35.73	-1.0	-8	-3.5	+1.4
Wis.	1,020	22,767	22.32	+3	+4	+20.0	+45.8
Wyo.	1,919	46,223	24.09	-8	-5	-3.4	-1.6
	138	3,892	28.20	+1.5	+8	-8.0	-4.6

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-52. Figures in italics represent programs administered under State laws from State and/or local funds without Federal participation. Delaware and Alaska do not have programs for aid to the blind, and information on status of program in Kentucky is not available.
² Total for States with plans approved by the Social Security Board.
³ Includes program administered under State law without Federal participation.
⁴ Not computed; less than 100 recipients.
⁵ No change.
⁶ Decrease of less than 0.05 percent.
⁷ Estimated.
⁸ Increase of less than 0.05 percent.
⁹ No program for aid to the blind for May 1941.

Table 8.—Aid to dependent children: Recipients and payments to recipients, by State, May 1942¹

State	Number of recipients		Amount of payments to recipients	Average payment per family	Percentage change from—					
	Families	Children			April 1942 in—			May 1941 in—		
					Number of recipients		Amount of payments	Number of recipients		Amount of payments
					Families	Children		Families	Children	
Total.....	390,569	961,024	\$13,490,284	\$33.76	-0.5	-0.5	-1.0	+1.5	+1.4	+4.5
Total, 47 States ¹	395,742	952,038	13,405,449	33.87	-0.5	-0.5	-1.1	+3.9	+3.6	+6.5
Alabama.....	5,555	15,909	84,436	15.20	-1.6	-1.2	+3.2	-4.8	-5.4	+5.1
Alaska.....	² 80	² 110	² 5,800							
Arizona.....	2,362	6,385	79,619	33.71	-0.5	+1.0	-0.4	-3.9	-2.0	-0.8
Arkansas.....	6,298	16,306	90,607	14.39	-0.7	-4	-1.0	-2.9	-1.4	+2.9
California.....	14,001	33,336	724,952	51.78	-2.0	-2.0	-1.4	-11.6	-11.8	-4.3
Colorado.....	6,118	15,052	188,920	30.88	-0.8	-1.1	-0.9	-4.6	-4.1	-2.9
Connecticut.....	1,600	4,075	86,700	54.19	+4.8	+6.8	+13.5	+23.4	+37.2	+49.2
Delaware.....	476	1,419	16,233	34.10	-5.6	-5.1	-3.1	-22.9	-17.6	-24.0
District of Columbia.....	1,130	3,308	41,355	36.60	-6	+4	-4	+15.9	+11.6	+11.9
Florida ³	5,820	13,768	138,749	23.84	+5	+4	+1.1	+34.5	+27.9	+45.2
Georgia.....	4,678	11,424	104,968	22.44	+4	+2	+7	-2.6	-4.6	-5
Hawaii.....	921	2,882	36,181	39.28	-3.8	-4.4	-1.7	-25.5	-28.0	-20.3
Idaho.....	3,053	7,797	98,336	32.21	-0.9	-1.0	-1	+7	+2.6	+8.3
Illinois ⁴	23,118	52,251	744,452	32.20	+9	+1.1	+1.2	+209.9	+214.6	+331.3
Indiana.....	15,182	31,527	464,088	30.57	-8	-8	-3	-11.8	-10.9	-6.7
Iowa.....	3,195	7,106	63,480	19.86	-1.0	-1.2	+5.9	-10.0	-10.8	-9.0
Kansas.....	6,767	16,305	229,329	33.89	+1.4	+1.8	-2.0	+2.2	+4.2	+18.2
Kentucky.....	⁵ 430	⁵ 1,430	⁵ 15,400							
Louisiana.....	15,116	38,473	404,026	26.73	-8	-7	-9	-4.9	-2.9	-8.8
Maine.....	1,823	5,003	74,888	41.08	+7	+8	+1.4	+18.0	+28.7	+22.4
Maryland.....	5,894	15,518	180,779	32.32	-2.9	-2.9	-4.3	-16.2	-13.4	-11.0
Massachusetts.....	12,166	29,783	684,163	56.24	-1.3	-1.3	-3.5	-4.9	-5.8	-5.2
Michigan.....	21,052	48,686	913,797	43.41	-9	-1.2	-6	-1.7	-3.8	+5.4
Minnesota.....	9,130	21,840	317,803	34.81	-1.3	-9	-1.7	-3.3	-2.5	-2.0
Mississippi.....	2,607	6,676	52,481	20.13	-5	-8	-7	(⁶)	(⁶)	(⁶)
Missouri.....	14,192	32,550	332,507	23.43	-2	(⁷)	+1	+3.5	+2.4	-18.5
Montana.....	2,659	6,595	82,081	30.87	+1	+4	+6	(⁷)	+2.1	+5.3
Nebraska ⁸	5,517	12,333	156,541	28.37	-1.8	-2.0	-1.8	-5.4	-5.3	-2.4
Nevada.....	114	251	2,815	24.69	+1.8	+10.6	+10.9	(⁹)	-9.7	+7
New Hampshire.....	831	2,084	38,964	46.89	+3.2	+2.6	+1.8	+42.5	+45.7	+45.6
New Jersey.....	8,646	19,713	275,573	31.87	-2.6	-2.5	-2.1	-20.5	-20.1	-19.7
New Mexico.....	2,379	6,968	66,196	27.83	+1.8	+1.8	+3.5	+16.2	+19.6	+22.9
New York.....	28,168	56,127	1,381,386	49.04	-2.8	-2.2	-3.8	-16.2	-15.1	-10.6
North Carolina.....	9,997	23,441	170,971	17.10	(⁷)	-3	+1	+9	-1.3	+2.3
North Dakota.....	2,521	7,000	80,710	32.02	-4	-5	-7	+6	+1.4	+3.2
Ohio.....	11,606	30,478	436,459	37.61	-7	-4	-1.1	-1.4	-3.7	-6.2
Oklahoma.....	19,531	45,171	425,251	21.77	-1	+1	+1.9	+1	+1.1	+46.2
Oregon.....	2,066	4,868	93,944	45.47	-1.0	-1.1	-3	+1.3	+1.1	+12.6
Pennsylvania.....	50,265	126,220	2,036,243	40.51	-4.4	-4.5	-3.8	-21.6	-21.1	-13.9
Rhode Island.....	1,278	3,558	66,639	52.14	+1.7	+1.3	+3.0	-1.1	-3.4	+13.2
South Carolina.....	4,027	11,829	66,059	16.40	+4	+6	+1.2	+11.2	+10.6	-1.7
South Dakota.....	1,870	4,369	53,436	28.58	+1.4	+1.3	+1.4	+28.5	+28.2	+36.0
Tennessee.....	13,933	34,565	262,480	18.84	-8	-5	-2.7	-3.1	-4.1	-1.7
Texas.....	12,569	26,664	260,607	20.73	+30.9	+29.6	+30.5	(¹⁰)	(¹⁰)	(¹⁰)
Utah.....	3,712	9,767	163,479	44.04	-4.3	-3.8	-3.7	-7.0	-6.0	-2.1
Vermont.....	726	1,939	23,702	32.65	-1	-4	-2	+18.4	+14.7	+18.7
Virginia.....	5,028	14,461	103,342	20.55	+1	+1	+2	+17.2	+13.5	+19.6
Washington.....	5,024	12,150	210,676	41.93	-1.5	-1.8	-1.1	-4.4	-2.6	+11.4
West Virginia.....	12,389	32,897	383,955	30.99	+1.2	+1.4	+1.7	+34.2	+33.2	+70.8
Wisconsin.....	11,478	26,593	451,522	39.34	-2.0	-1.6	-3.9	-9.6	-7.8	-3.4
Wyoming.....	763	1,995	25,864	33.90	-7	-9	-6	-9	+2.0	+2.4

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-52. Figures in italics represent programs administered under State laws from State and/or local funds without Federal participation.

² Total for States with plans approved by the Social Security Board.

³ Estimated.

⁴ No approved plan for May 1941. Percentage change based on program administered under State law without Federal participation.

⁵ Includes program administered under State law without Federal participation.

⁶ May 1941 was third month of operation under approved plan. Percentage change not computed, since number of families aided and amount of payments made were negligible in that month.

⁷ Decrease of less than 0.05 percent.

⁸ In addition, in 62 counties payments amounting to \$10,953 were made from local funds without State or Federal participation to 634 families in behalf of 1,561 children under the State mothers' pension law; some of these families also received aid under plan approved by the Social Security Board.

⁹ No change.

¹⁰ No approved plan for May 1941. Percentage change not computed, since program administered under State law without Federal participation was not State-wide.

Table 9.—Public assistance and Federal work programs: Assistance and earnings in the continental United States, by State, April 1942¹

[In thousands]

State	Total	Assistance to recipients					Earnings of persons employed under Federal work programs					Earnings on regular Federal construction projects
		Special types of public assistance ¹			General relief	Subsistence payments certified by the Farm Security Administration	Civilian Conservation Corps	National Youth Administration		Work Projects Administration	Other Federal agency projects financed from emergency funds	
		Old-age assistance	Aid to dependent children	Aid to the blind				Student work program	Out-of-school work program			
Total.....	\$150,322	\$48,453	\$13,591	\$2,038	\$17,182	\$907	\$5,071	\$1,637	\$5,101	\$56,283	\$59	\$236,843
Alabama.....	1,917	197	82	6	21	49	208	37	149	1,169		9,642
Arizona.....	885	324	80	13	54	25	121	7	18	243		1,605
Arkansas.....	1,003	208	92	11	25	22	167	19	105	953		3,449
California.....	10,712	5,776	735	339	685	79	116	98	136	2,748		30,059
Colorado.....	2,539	1,328	191	21	188	13	45	18	54	676	5	439
Connecticut.....	1,093	519	76	6	179		10	16	38	249		2,884
Delaware.....	150	30	17		12	(³)	2	2	10	76	1	609
District of Columbia.....	466	95	42	9	46		15	10	16	234		4,858
Florida.....	2,294	605	137	41	50		113	19	81	1,246		2,971
Georgia.....	2,350	556	104	22	39	56	204	35	195	1,139		3,796
Idaho.....	744	228	98	7	18	7	19	9	26	330		297
Illinois.....	11,639	3,898	736	226	2,209	11	164	85	274	4,023	14	4,681
Indiana.....	3,665	1,350	465	51	333	9	55	41	105	1,255	(⁴)	4,249
Iowa.....	2,492	1,207	61	41	258	4	36	33	94	757		829
Kansas.....	2,120	719	234	33	180	5	54	31	88	777		1,420
Kentucky.....	2,427	558	715		744	31	298	28	151	1,301		3,223
Louisiana.....	2,599	474	408	22	192	86	160	30	107	1,120		4,405
Maine.....	800	328	74	25	124	4	15	9	67	163		4,090
Maryland.....	1,062	318	189	14	144	4	28	18	45	302		5,188
Massachusetts.....	6,954	2,613	709	27	840	1	54	60	152	2,498		9,783
Michigan.....	6,133	1,754	919	36	790	22	135	56	188	2,232		3,518
Minnesota.....	4,038	1,409	323	28	439	29	119	33	112	1,545		2,392
Mississippi.....	1,573	246	53	14	3	51	188	23	93	903		1,977
Missouri.....	4,609	1,544	332	788	226	63	178	43	139	1,997		8,790
Montana.....	945	274	82	8	43	14	45	12	24	444		196
Nebraska.....	1,653	543	159	16	68	7	45	19	48	744	3	242
Nevada.....	141	68	5	1	6	(³)	12	2	3	47		282
New Hampshire.....	527	165	38	8	81	1	6	8	18	201		2,624
New Jersey.....	3,482	681	282	18	476	1	50	34	80	1,860		12,717
New Mexico.....	820	83	64	4	12	39	101	7	25	486		946
New York.....	17,164	3,205	1,436	77	6,062	4	147	157	435	5,641	(⁴)	11,414
North Carolina.....	2,197	404	171	34	30	48	186	46	202	1,077		3,982
North Dakota.....	728	175	81	3	41	2	55	12	29	329		19
Ohio.....	7,838	3,326	441	81	773	8	145	77	162	2,814	10	5,135
Oklahoma.....	3,581	1,490	417	49	41	12	252	34	174	1,112		5,006
Oregon.....	1,091	496	94	13	99	13	20	19	30	307		9,604
Pennsylvania.....	10,754	2,270	2,116	474	1,241	11	234	113	297	4,057		11,753
Rhode Island.....	683	171	65	2	162	(³)	5	9	16	253		3,025
South Carolina.....	1,702	224	65	9	19	39	133	30	77	1,079	27	3,085
South Dakota.....	854	284	53	4	53	8	86	11	28	328		61
Tennessee.....	2,070	405	270	20	715	9	200	41	133	977		6,825
Texas.....	7,119	3,290	200	64	77	49	418	85	336	2,599		13,710
Utah.....	1,073	396	170	5	94	2	18	17	24	345		1,748
Vermont.....	265	97	24	4	26	1	6	6	16	87		24
Virginia.....	1,248	206	103	14	53	15	132	37	107	581		16,379
Washington.....	3,350	2,149	213	36	157	11	33	29	82	640		8,878
West Virginia.....	2,374	406	377	23	159	4	128	18	166	1,093		1,658
Wisconsin.....	3,713	1,280	470	46	460	25	92	50	136	1,154		2,197
Wyoming.....	259	89	26	4	18	2	16	4	12	89		89

¹ See footnotes to table 1.

² Figures in italics represent programs administered under State laws from State and/or local funds without Federal participation.

³ Partly estimated; does not represent sum of State figures, because total payments for medical care, hospitalization, and burial in 3 States have been excluded.

⁴ Includes total payments for medical care, hospitalization, and/or burial.

⁵ Less than \$500.

⁶ Data represent approximately 70 percent of total expenditures; exclude assistance in kind and, for a few counties, cash payments.

⁷ Estimated.

⁸ State program only; excludes program administered by local officials.

⁹ Partly estimated.

Table 10.—Public assistance and Federal work programs: Recipients of assistance and persons employed in the continental United States, by State, April 1942¹

State	Recipients of assistance						Persons employed under Federal work programs						Persons employed on regular Federal construction projects
	Special types of public assistance ¹				Cases for which subsistence payments were certified by the Farm Security Administration	Civilian Conservation Corps	National Youth Administration		Work Projects Administration	Other Federal agency projects financed from emergency funds			
	Old-age assistance	Aid to dependent children		Aid to the blind			Student work program	Out-of-school work program					
		Families	Children										
Total.....	2,245,104	400,534	962,748	78,278	² 723,000	³ 23,859	76,105	236,975	205,027	837,264	362	1,332,213	
Alabama.....	21,094	5,645	16,106	648	2,292	1,078	3,097	6,022	6,364	19,051		57,304	
Arizona.....	9,424	2,375	6,323	403	2,772	924	1,956	873	797	2,947		10,699	
Arkansas.....	25,004	6,345	16,371	1,168	3,813	687	2,491	3,501	5,162	18,093		24,918	
California.....	158,312	14,289	34,009	7,237	29,346	3,632	1,739	11,030	4,792	31,825		134,877	
Colorado.....	42,897	6,166	15,223	640	⁴ 10,333	367	685	2,752	2,557	9,446	33	2,760	
Connecticut.....	17,738	1,527	3,814	299	6,231		153	1,939	1,952	3,139		14,220	
Delaware.....	2,364	504	1,495		588	3	33	327	430	959		4,655	
District of Columbia.....	3,598	1,137	3,294	276	1,844		218	936	615	2,552	5	23,903	
Florida.....	41,949	5,790	13,718	2,731	7,198	117	1,721	3,033	3,369	18,055		22,798	
Georgia.....	63,320	4,658	11,396	1,952	5,403	1,734	3,034	5,775	7,556	19,473		30,154	
Idaho.....	9,816	3,080	7,577	277	⁵ 1,185	152	292	1,381	969	4,275		21,559	
Illinois.....	150,266	22,910	51,682	7,512	90,714	279	2,437	11,424	10,260	56,839	116	0,519	
Indiana.....	70,458	15,305	31,792	2,359	⁶ 21,755	270	822	6,184	4,458	19,615	2	2,975	
Iowa.....	56,693	5,225	7,185	1,538	16,398	63	539	4,763	3,782	12,681		4,543	
Kansas.....	31,048	6,676	16,015	1,344	9,994	144	810	4,714	3,821	12,257		25,861	
Kentucky.....	58,157	⁷ 7,430	⁸ 71,480		⁹ 4,300	289	4,429	5,017	6,558	20,917		32,622	
Louisiana.....	35,553	15,242	38,753	1,312	11,795	1,066	2,386	4,439	5,020	18,545		34,939	
Maine.....	15,466	1,810	4,963	1,081	5,132	75	230	1,296	2,201	2,412		20,644	
Maryland.....	16,880	5,764	15,976	630	6,752	81	410	2,479	2,061	4,130		26,442	
Massachusetts.....	87,146	12,324	30,166	1,129	31,700	4	809	7,317	5,130	31,405		44,121	
Michigan.....	93,005	21,236	49,272	1,392	33,086	295	2,015	8,237	6,455	31,359		17,033	
Minnesota.....	63,422	9,246	22,048	1,017	20,433	537	1,803	5,187	4,918	22,763		10,779	
Mississippi.....	27,277	2,619	6,727	1,345	587	1,704	2,799	4,056	4,065	17,021		26,609	
Missouri.....	116,384	14,223	32,565	¹⁰ 5,000	15,121	1,902	2,643	6,570	5,706	30,058		43,841	
Montana.....	12,488	2,657	6,570	321	2,656	474	726	1,758	1,039	5,488		1,236	
Nebraska.....	29,648	5,620	12,586	735	5,597	166	678	2,931	1,852	11,013	22	1,985	
Nevada.....	2,243	¹¹ 112	¹² 227	87	431	3	185	238	139	690		2,105	
New Hampshire.....	7,295	805	2,081	331	3,398	12	83	916	682	2,512		13,536	
New Jersey.....	30,263	8,878	20,220	731	¹³ 19,811	19	745	5,614	2,927	24,296		62,461	
New Mexico.....	5,110	2,337	6,547	231	¹⁴ 1,273	1,139	1,540	1,076	1,088	7,112		11,410	
New York.....	120,679	28,972	57,377	2,783	¹⁵ 161,378	69	2,193	22,087	15,956	72,534	2	61,098	
North Carolina.....	39,206	10,002	23,521	2,236	4,220	677	2,773	6,893	8,895	18,680		29,597	
North Dakota.....	9,531	2,532	7,036	138	2,711	60	854	2,054	1,088	5,063		166	
Ohio.....	139,345	11,082	30,608	3,940	38,036	162	2,160	11,074	5,957	40,509	27	28,944	
Oklahoma.....	77,625	19,557	45,107	2,189	¹⁶ 8,907	369	3,834	5,319	6,437	23,509		31,547	
Oregon.....	21,812	2,086	4,924	468	4,906	450	296	2,275	1,140	3,581		58,824	
Pennsylvania.....	99,460	52,538	132,194	¹⁷ 15,901	62,285	204	3,481	16,255	11,657	56,658		67,702	
Rhode Island.....	7,436	1,257	3,513	99	¹⁸ 4,735	1	79	1,133	717	3,199		15,189	
South Carolina.....	20,473	4,011	11,739	805	2,266	2,299	1,982	5,162	3,462	17,243	155	17,156	
South Dakota.....	14,853	1,844	4,315	250	3,617	228	1,370	1,972	1,158	5,957		617	
Tennessee.....	35,827	14,052	34,741	1,563	¹⁹ 2,300	126	2,973	7,054	6,522	18,809		44,428	
Texas.....	169,055	9,599	20,569	2,808	8,439	827	6,229	11,250	13,829	50,862		90,549	
Utah.....	14,667	3,877	10,150	174	3,470	21	272	2,181	1,054	3,960		11,198	
Vermont.....	5,525	727	1,946	162	1,423	(²⁰)	90	776	582	1,576		289	
Virginia.....	20,011	5,024	14,448	1,062	4,967	212	1,968	5,219	4,956	9,942		82,232	
Washington.....	64,295	5,103	12,377	1,017	6,892	332	504	3,581	2,900	7,849		43,922	
West Virginia.....	23,158	12,238	32,438	1,017	14,368	56	1,900	2,825	6,045	18,129		8,944	
Wisconsin.....	54,249	11,710	27,037	1,934	20,144	418	1,394	7,528	5,437	16,034		14,650	
Wyoming.....	3,579	768	2,014	136	1,001	83	247	552	483	1,243		663	

¹ See footnotes to table 2.

² Figures in italics represent programs administered under State laws from State and/or local funds without Federal participation.

³ Partly estimated; does not represent sum of State figures, because an estimated number of cases receiving medical care, hospitalization, and/or burial only in 3 States has been excluded, and data on cases aided in Oklahoma have been estimated to exclude duplication.

⁴ Total includes data for Vermont, where number of cash grant payments canceled during month exceeded by 1 number of cash grant payments issued.

⁵ Includes unknown number of cases receiving medical care, hospitalization, and/or burial only.

⁶ Excludes cases receiving assistance in kind only and, for a few counties, cash payments.

⁷ Estimated.

⁸ State program only; excludes program administered by local officials.

⁹ Includes cases receiving medical care only; number believed by State agency to be insignificant.

¹⁰ Represents 3,583 cases aided under program administered by State board of public welfare, and 4,924 cases aided by county commissioners; amount of duplication believed to be large.

¹¹ Partly estimated.

EMPLOYMENT SECURITY

BUREAU OF EMPLOYMENT SECURITY • REPORTS AND ANALYSIS DIVISION

Operations of the Employment Security Program

Labor-Market Developments

At the beginning of the year approximately 6.9 million workers were engaged in nonagricultural activities necessary for the prosecution of the war. By the end of June, it is estimated, this figure had reached 12.5 million. It must be raised to 17.5 million by the end of this year and to 20.0 million by December 1943. All but 2 million of the additional war workers needed during the entire year 1942, it is anticipated, will be drawn from non-agricultural establishments engaged in civilian production, employment in which is expected to shrink from 29.8 million as of December 1941 to 20.5 million by the end of this year and to 19.1 million by the end of 1943. One out of every three men between the ages of 20 and 65 is now working directly in the war effort, either in industry or the armed forces; by Christmas, one out of every two will be so engaged.

The number of civil nonagricultural employees, as estimated by the Bureau of Employment Security, rose to 36.2 million in May, a gain of 434,000 over the previous month compared with a March-April increase of 381,000. Although employees in nonagricultural work totaled 2.3 million above last May, 1.8 million more employees will have to be added to the pay rolls to attain the December 1942 goal of 38.0 million. In addition, millions of workers must be kept at work in the fields.

Within the group of nonagricultural industries, considerable shifts of employees from nonwar to war work must take place by the end of the year. Manufacturing employment, which totaled approximately 14 million in May, must be raised to 16.5 million, mining employment from 960,000 to 1 million, transportation and public-utilities employment from 3.4 million to 3.5 million, and employment in governmental service from 4.8 million to 5.2 million. At the same time, employment in the contract-construction industry must be reduced from 2 million to 1.7 million, in wholesale and retail trade from 6.7 million to 6 million, and in finance and service and miscellaneous industries from 4.3 million to 4.1 million.

Eight directives to "promote effective mobilization and utilization of the Nation's manpower" were issued by the War Manpower Commission on June 25. Collectively, these directives constitute a program to coordinate information regarding manpower supply and to channel available manpower where it is needed—into the armed forces, industry, and agriculture. Four of the directives were addressed to the U. S. Employment Service, making clear the primary role which that agency is to play in all-out mobilization along the home front. The Employment Service was directed to prepare and maintain lists of essential activities and occupations, as well as lists of occupations in which shortages exist; to analyze and classify occupational questionnaires distributed by the Selective Service System; to interview individuals with skills in critical war occupations and to refer such individuals to job openings in war production; to alleviate critical production shortages by making preferential referrals of workers to war-industry employment in order of priority; and to expand the activities which would ensure an adequate supply of agricultural workers. To carry out its responsibilities more effectively, the USES is completely converting to a war basis through the establishment of priority in service to essential employers and elimination or curtailment of certain less important services.

The plan by which a system of job priorities is established will be implemented by information supplied by the War Production Board. That Board is charged by the War Manpower Commission with the task of furnishing "current information with respect to the relative importance, in connection with the maintenance and effectuation of the national war supply program, of filling job openings in plants, factories or other facilities . . ." The WPB, in obtaining this information, may seek the aid of the War and Navy Departments, the Maritime Commission, the Department of Agriculture, the Army and Navy Munitions Board, "and such other departments and agencies as it may deem appropriate."

The directive to the Director of Selective Service

**Table 1.—Summary of employment security operations,
May 1942**

Item	Number or amount	Percentage change from—	
		April 1942	May 1941
Insurance activities:			
Initial claims (local office) ¹	582,576	-22.5	-4.2
Continued claims.....	2,970,060	-15.4	-24.1
Waiting-period.....	407,259	-28.1	-50.1
Compensable.....	2,562,801	-13.0	-14.2
Weeks compensated.....	2,568,595	-11.7	-13.4
Total unemployment.....	2,363,167	-12.1	-13.3
Part-total unemployment ²	86,708	-5.3	.....
Partial unemployment ³	116,011	-9.8	-30.6
Gross benefits paid.....	\$31,704,306	-12.7	+4
Net benefits paid since benefits first payable.....	\$1,679,952,820	.....	.....
Number of benefit recipients:			
Estimated individuals during month.....	858,100	-12.3	.....
Weekly average for month.....	609,734	-8.8	-7.5
Placement activities:			
Placements ⁴	782,460	+29.3	+26.0
Agricultural ⁵	181,552	+257.6	+37.6
Nonagricultural ⁵	600,978	+8.3	+23.1
Applications (new and renewed) ⁶	1,563,192	-7	+1.7
Active file, May 31, 1942 ⁴	4,252,457	-3.2	-17.4

¹ Excludes Alaska; data not reported.

² Excludes Rhode Island; data not reported.

³ 34 States reported this type of payment during both periods.

⁴ Excludes Hawaii; data not reported.

⁵ Excludes Alaska and Hawaii; data not reported.

calls for close collaboration between the Selective Service System and the USES to the end that persons engaged in essential war activities shall be temporarily deferred from military training and service and that individuals not now engaged in essential activities but who are qualified for such occupations shall be afforded reasonable opportunity to become so engaged.

Two of the directives, addressed to the Secretary of Agriculture and to "certain Government agencies," respectively, concern the housing and transportation of the additional transient agricultural workers essential to this summer's "Food for Victory" harvest. The Secretary of Agriculture is instructed to gather information on housing facilities in areas which will require non-local agricultural workers and to make certain that additional labor-camp facilities are established where necessary. The transportation directive calls on the USES, the Department of Agriculture, and "any other department or agency having information concerning workers transferring to, moving between, or engaged in essential activities" to transmit information regarding transportation needs to the Office of Defense Transportation. Under the Executive Order by which it was established, the Office of Defense Transportation is responsible for assuring adequate transportation facilities for war workers.

Developing labor stringencies in the major labor-market areas were again indicated by preliminary reports to the Bureau of Employment Security for June 1942. Of 153 labor-market areas, each of which had a total employment of 100,000 or more or a known demand for at least 5,000 war production workers, 53—or 1 less than in May—had an adequate supply of local male labor for the present and the foreseeable future. In 67 areas—6 more than in the previous month—a shortage of male labor was anticipated; and in 33—an increase of 2 over May—a shortage of local male labor already existed. More than half the major labor-market areas still reporting a present and anticipated adequate labor supply are located in the South. Areas anticipating shortages of local male labor are scattered, but the largest number are former centers of automobile production which are still in the process of conversion to war production. Areas of current shortage are mainly shipbuilding and aircraft centers or smaller cities in which new large ordnance plants are already in operation.

Labor shortages are expected to develop before September in 138 of 491 selected skilled and semi-skilled occupations essential to war industries, according to Bureau of Employment Security forecasts. These forecasts are based on a comparison of Employment Service registrants in mid-March and estimates of workers to be laid off during the 6 months from March through August, on the one hand, with labor needs for the March-August period reported by employers of 50 or more workers in 63 war industries, on the other. Deficits of more than 1,000 workers are anticipated in 42 occupations as compared to the 30 predicted on the basis of January data. In 58 occupations, shortages of 100-999 workers are expected; and in 38 occupations, deficits of less than 100. Half of all shortage occupations are in the metal-machining and assembly groups. Reporting employers planned to hire approximately 405,000 workers in the 491 selected war occupations by August 31, 1942. Practically two-thirds of this demand, or 268,000, is anticipated in the 42 occupations with predicted shortages of 1,000 or more. Only 22 percent or about 87,000 hires are anticipated in those occupations which have a surplus labor supply. Because of the fact that the peak of conversion lay-offs was reached in February, only 15,000 anticipated lay-offs were reported in

March for the following 6 months, whereas 50,000 had been predicted for January-June.

Although in some areas considerable progress has been made in placing nonwhite workers in war work, in others strong racial barriers prevent the full utilization of the labor supply. Shipbuilding companies in Louisiana, Pennsylvania, and Delaware are planning to staff entire new shipways with Negro workers. Other yards are beginning to upgrade Negroes into skilled and semiskilled jobs or to hire nonwhite workers for the first time. But reports to the Bureau of Employment Security indicate that, in one Southern city, an ordinance prohibiting the employment of Negroes in semi-skilled and skilled occupations except in the colored sections of the city has resulted in the arrest of Negro workmen at the local shipyard. A municipal ordinance barring Negroes from overnight residence within the limits of a West Coast city is impeding recruitment and adding to turnover problems. The ruling of the Attorney General of Oklahoma, that it would be illegal for Negroes to be trained by white teachers, has obstructed training of Negroes for the aircraft industry. Only 6,700 or 2.8 percent of the 240,000 Employment Service placements in 60 war industries during the first quarter of 1942 were of nonwhite workers, although the latter constituted about 11 percent of the total labor force. To work for the full utilization of Negroes in the training and employment phases of the war production program, a Negro Manpower Service has been established within the War Manpower Commission, and the USES is making every effort to improve its service to Negro workers.

Migration of rural population to industrial centers and induction of farm youth into the armed forces continued to drain the agricultural labor supply. However, crop losses and harvesting delays were limited for the most part to areas in which reserve labor supplies were not utilized. Moreover, despite the shortage of dairy workers, production of milk remained at levels higher than in 1941. The chief difficulties in recruiting farm workers were still attributed by local offices of the USES to low wages, lack of adequate housing, and transportation problems. Agricultural employment rose 1.1 million during May and totaled 11.9 million on June 1, according to the Department of Agriculture. This change represented a normal increase for the month. Almost one-fourth of the

783,000 jobs filled by the Employment Service in May were in agricultural occupations.

Housing shortages are reported to be discouraging in-migration and stimulating high labor turnover in many localities including Vallejo and neighboring California communities; La Porte, Indiana; Akron, Dayton, Piqua, and Troy, Ohio; Portland, Oregon; and Charleston, South Carolina. Inadequate housing is reported to be the main cause of a labor stringency at the mines in Morenci and Clifton, Arizona, and the primary reason for workers quitting the shipyards at Mobile, Alabama, where 100 workers are reported to have moved out on a single day, recently. Crowded housing conditions in Bath and Portland, Maine, have caused numbers of workers to quit the shipyards when it became apparent they would be unable to bring their families into the area. Key skilled workers are being kept away from Charleston shipyards chiefly because of the distressing local housing conditions. Similar problems are expected to develop in other shipbuilding centers as housing fails to keep pace with expanded hiring programs. The regional director of the National Housing Agency warns that the housing shortage in Detroit and neighboring industrial areas, where an influx of 150,000 workers is expected, may become so acute that billeting of war workers in private homes will be necessary.

Transportation problems are commonly found in the same areas as housing problems, one accentuating the other. Either congested housing conditions force workers to move to outlying districts, further taxing transportation facilities, or tire and gas shortages lead to crowding in sections near war plants. To help prevent gasoline rationing from interfering with work on war contracts, the Office of Price Administration recently revised regulations to permit operators of gasoline stations to favor workers in war factories.

Placement Activities

With agriculture and industry intensifying their efforts to produce an ever-increasing volume of materials needed for the war, the number of jobs filled by the United States Employment Service increased sharply for the third successive month, rising 29 percent above the April total and 26 percent above that for last May to approximately 783,000 (table 2). Although April-May increases occurred in both agricultural and nonagricultural

placements, it was the spurt in the number of agricultural jobs filled which accounted for the

major part of the gain in the total. While 39 States reported increases, the sharpest gains—in

Table 2.—Summary of nonagricultural and agricultural placements, by State, May and January–May 1942

[Corrected to June 22, 1942]

Social Security Board region and State	Total				Nonagricultural				Agricultural							
	May 1942			Jan.-May 1942	May 1942			Jan.-May 1942	May 1942			Jan.-May 1942				
	Number	Percentage change from—		Number	Percentage change from Jan.-May 1941	Number	Percentage change from—		Number	Percentage change from Jan.-May 1941	Number	Percentage change from—		Number	Percentage change from Jan.-May 1941	Percent of all placements
		April 1942	May 1941				April 1942	May 1941				April 1942	May 1941			
Total ¹	782,460	+29.3	+26.0	2,765,227	+14.9	600,078	+8.3	+23.1	2,441,215	+17.6	181,552	+257.6	+37.6	323,182	−2.0	11.7
Region I:																
Connecticut.....	9,610	+6	+1.3	46,356	+12.3	9,351	+6	+7	45,581	+12.4	259	+2.4	+34.2	775	+9.0	1.7
Maine.....	5,251	+7.0	+14.5	21,268	+38.7	5,081	+4.9	+14.4	20,897	+39.0	170	+169.8	+15.6	371	+24.1	1.7
Massachusetts.....	10,633	−8.8	+3.0	50,939	+27.8	10,529	−8.6	+3.1	50,582	+28.1	104	−20.6	−6.3	357	−1.1	.7
New Hampshire.....	2,147	−4	−15.7	9,625	−3.5	2,047	−1.5	−18.1	9,352	−4.6	100	+28.2	(²)	273	+59.6	2.8
Rhode Island.....	2,825	+3.9	+12.8	13,444	+30.6	2,802	+4.8	+12.8	13,350	+30.7	23	(²)	(²)	94	+25.3	.7
Vermont.....	732	−32.0	−47.6	4,031	−22.5	669	−34.7	−49.7	3,817	−23.4	63	+18.9	−4.5	214	−3.6	5.3
Region II:																
New York.....	68,124	+3.1	+34.0	286,294	+36.0	67,467	+3.0	+34.0	284,328	+36.3	657	+17.3	+30.6	1,966	+2.8	.7
Region III:																
Delaware.....	1,558	+7.4	−15.2	6,695	−4.8	1,548	+8.1	−15.1	6,652	−4.7	10	(²)	(²)	43	(²)	.6
New Jersey.....	17,632	+7	+1.1	81,825	+13.3	16,559	−4.5	−2.9	80,342	+12.9	1,073	+509.7	+179.4	1,483	+43.7	1.8
Pennsylvania.....	29,003	+12.3	+22.8	121,040	+31.3	28,568	+12.1	+22.0	119,868	+31.0	435	+22.9	+117.5	1,172	+73.1	1.0
Region IV:																
Dist. of Col.....	6,374	−4.7	+4.2	30,135	+15.1	6,355	−4.3	+4.2	30,053	+14.9	19	(²)	(²)	82	(²)	.3
Maryland.....	8,734	(²)	+17.0	36,509	+29.0	8,409	−2.8	+20.4	35,941	+30.4	325	+316.7	−31.9	568	−33.3	1.6
North Carolina.....	26,097	+46.8	+45.8	82,106	−32.2	20,883	+24.0	+52.3	74,771	−35.5	5,214	+460.0	+24.3	7,335	+41.2	8.9
Virginia.....	8,782	−5.6	−33.0	41,850	−20.2	8,660	−6.1	−25.9	41,564	−18.3	122	+43.5	−91.5	286	−81.7	.7
West Virginia.....	4,352	−6.5	−2.4	17,152	−9.8	4,312	−6.9	−3.0	17,064	−9.8	40	(²)	(²)	88	+10.0	.5
Region V:																
Kentucky.....	22,003	+314.2	+310.8	38,369	+109.2	9,551	+81.9	+119.7	25,745	+49.7	12,452	(²)	(²)	12,624	(²)	32.9
Michigan.....	19,342	+3.8	+5.0	75,153	+14.5	18,689	+3.3	+5.4	73,544	+15.2	653	+22.1	−5.9	1,609	−10.2	2.1
Ohio.....	39,411	+5.0	+30.2	150,118	+35.6	37,871	+4.3	+27.1	146,676	+34.6	1,540	+25.4	+211.1	3,442	+97.9	2.3
Region VI:																
Illinois.....	28,880	+14.2	+5.9	113,463	+4.3	24,242	−1.1	−7.1	106,977	+9	4,638	+494.6	+295.1	6,486	+141.7	5.7
Indiana.....	18,381	+19.7	−3.2	67,972	+3.2	17,614	+16.2	−6.5	66,725	+2.3	767	+281.6	+440.1	1,247	+91.8	1.8
Wisconsin.....	13,968	+14.0	+11.9	51,727	+17.5	13,255	+13.0	+11.3	49,544	+18.2	713	+34.8	+22.9	2,183	+5.0	4.2
Region VII:																
Alabama.....	7,449	−19.1	−25.0	40,024	+58.7	5,296	−34.0	−20.0	36,107	+71.4	2,153	+82.6	−35.1	3,917	−5.7	9.8
Florida.....	11,507	+22.8	+109.3	38,879	+15.1	10,210	+32.7	+147.8	34,373	+6.4	1,297	−22.7	+747.7	4,506	+205.7	11.6
Georgia.....	8,428	−4.6	−29.1	36,848	−15.5	8,189	−5.6	−21.7	36,198	−12.9	239	+48.4	−83.2	650	−68.4	1.8
Mississippi.....	7,354	+61.6	+46.6	24,341	+35.9	6,168	+38.9	+27.8	22,664	+35.6	1,186	+968.5	+530.9	1,677	+39.5	6.9
South Carolina.....	6,315	−10.8	−16.4	29,451	−20.7	6,079	−12.3	−11.8	28,936	−19.5	236	+62.8	−64.2	515	−57.8	1.7
Tennessee.....	18,118	+142.7	−3.6	45,180	−45.9	6,924	−5.6	−38.3	33,543	−20.8	11,194	(²)	+47.6	11,637	−71.7	25.8
Region VIII:																
Iowa.....	8,796	+3.5	−12.6	33,525	−13.6	8,015	+8.4	−14.4	29,857	−15.0	781	−28.9	+10.5	3,668	−.6	10.9
Minnesota.....	9,458	+9.1	−6.6	34,360	+11.0	8,447	+13.1	−2.3	30,171	+16.8	1,011	−16.2	−32.0	4,189	−18.4	12.2
Nebraska.....	7,406	+52.6	+80.1	19,488	+48.5	7,211	+58.0	+86.8	18,577	+51.3	195	−32.3	−22.9	911	+8.1	4.7
North Dakota.....	2,299	−8.0	−24.2	8,942	−9.5	1,804	+2.8	−21.7	6,977	−6.9	435	−35.9	−33.2	1,965	−17.9	22.0
South Dakota.....	2,392	+1	+8	7,717	+14.0	2,081	+1.2	−2.6	6,682	+13.7	311	−6.6	+31.8	1,035	+21.5	13.4
Region IX:																
Arkansas.....	82,319	+374.9	+96.8	139,821	+71.0	12,437	+22.8	+256.5	51,832	+197.7	69,882	+869.5	+85.3	87,989	+36.8	62.9
Kansas.....	8,834	+23.0	.....	40,296	.....	8,416	+23.3	.....	38,678	.....	418	+15.8	.....	1,558	.....	3.9
Missouri.....	24,314	+29.5	.....	80,946	.....	18,837	+18.1	.....	71,631	.....	5,477	+93.2	.....	9,315	.....	11.5
Oklahoma.....	12,349	+97.1	+92.3	34,258	+40.7	6,498	+35.6	+29.0	26,343	+29.0	5,851	+207.2	+321.8	7,915	+101.9	23.1
Region X:																
Louisiana.....	6,035	−8.0	−34.5	30,241	−41.2	5,865	+3.0	−32.0	28,937	−42.1	170	−80.3	−71.0	1,304	−9.1	4.3
New Mexico.....	5,513	+91.1	+154.9	13,412	+58.6	3,752	+51.4	+184.2	10,625	+56.4	1,761	+332.7	+108.9	2,787	+67.6	20.8
Texas.....	71,655	+42.3	+18.7	264,137	+1.8	49,923	+31.3	+66.2	193,119	+17.1	21,732	+76.1	−28.3	71,018	−24.9	26.9
Region XI:																
Arizona.....	6,249	+30.7	−4.8	26,871	−31.6	3,397	+7.8	+9	14,909	+5.5	2,852	+74.8	−10.8	11,962	−52.4	44.5
Colorado.....	7,840	+19.6	+31.1	24,148	+39.5	6,186	+13.9	+55.8	20,378	+45.3	1,654	+46.9	−17.6	3,770	+14.5	15.6
Idaho.....	7,180	+76.0	+41.9	16,525	+30.1	2,945	+8.8	+34.7	9,777	+21.5	4,235	+208.9	+47.4	6,748	+45.0	40.8
Montana.....	4,026	+24.3	+24.9	10,961	+18.0	2,966	+22.0	+1.2	6,995	+5.3	1,760	+27.3	+78.9	3,966	+50.0	36.2
Utah.....	3,958	+25.3	+44.9	13,648	+65.0	3,527	+17.2	+56.3	13,019	+70.7	431	+187.3	−9.3	629	−1.9	4.6
Wyoming.....	1,832	+34.2	+20.4	5,257	−23.8	1,517	+36.3	+21.5	4,308	−32.0	315	+25.0	+15.8	949	+68.3	18.1
Region XII:																
California.....	68,522	+5.2	+55.9	270,325	+61.8	58,550	−5.1	+56.8	247,209	+62.6	9,972	+189.7	+51.0	23,116	+54.4	8.6
Nevada.....	3,131	+13.3	+56.2	11,420	+58.2	2,938	+17.0	+60.5	10,509	+62.2	193	−23.4	+10.9	911	+23.3	8.0
Oregon.....	15,825	+68.1	−8.6	46,939	+3	12,805	+54.1	+41.8	41,370	+15.3	3,020	+172.3	−63.5	5,569	−49.0	11.9
Washington.....	18,747	+10.6	+85.6	63,762	+55.0	15,333	−1.9	+93.7	57,499	+58.0	3,414	+160.2	+56.2	6,293	+31.6	9.8
Territories:																
Alaska.....	830	+14.2	−44.7	3,544	−6.7	(²)	.....	.....	* 2,701	+18.1	(²)	.....	.....	* 13	(²)	* 8.5
Hawaii.....	.....	.....	.....	3,950	−8.0	.....	.....	.....	3,918	−7.6	.....	.....	.....	32	(²)	* 8

¹ Does not include May data for Hawaii and includes only total placements for Alaska. All percentages based on comparable data.

² Not computed, because less than 50 placements were made in 1 or both periods.

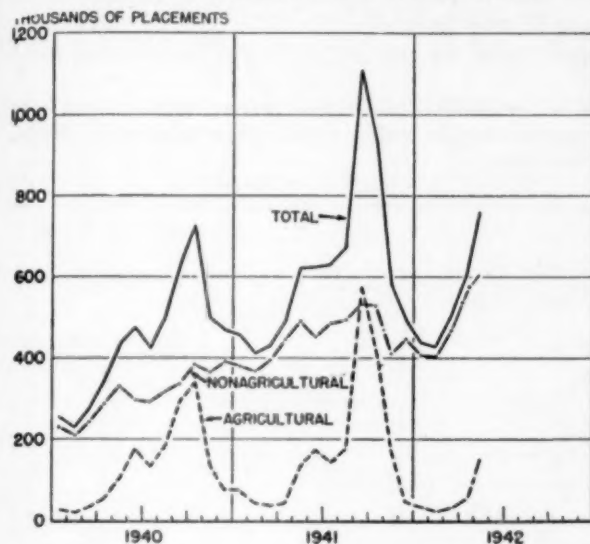
* Increase of less than 0.05 percent.

³ Increase of more than 1,000 percent.

⁴ Beginning Feb. 16, data for Kansas City, Kans., included with Kansas City, Mo.

⁵ Data not reported for May 1942.

Chart 1.—Placements of men and women by public employment offices, January 1940–May 1942



Arkansas, Idaho, Kentucky, New Mexico, Oklahoma, and Tennessee—reflected employment service activity in placing workers in farm jobs. In the first 5 months of the year, 2.8 million jobs were filled by public employment offices.

The 182,000 farm-work placements in May were more than 3½ times as numerous as in April, a considerably sharper increase than for the same period of the past 2 years. Except for the harvest peak months of September and October of 1940 and 1941, this was the highest monthly total on record since comparable data first became available in January 1940. The 900-percent rise in agricultural placements in Arkansas, mainly on fruit and nut farms, accounted for about half the increase over April in farm placements; almost two-fifths of all agricultural placements were in this State. A fourth of the April-May gain was attributable to large increases in Kentucky, Tennessee, and Texas; these States also accounted for one-fourth of all agricultural placements.

Despite the large May increase, the 323,000 farm-work placements made during the first 5 months of the year were 2.0 percent fewer than in the corresponding period last year because of the low volume of such placements in the first months of 1942. They were, however, 39 percent greater than in the same period of 1940.

¹ The May report for Hawaii was not received in time for inclusion, and the Alaska report did not separate agricultural and nonagricultural placements; totals for other months have been adjusted for comparability.

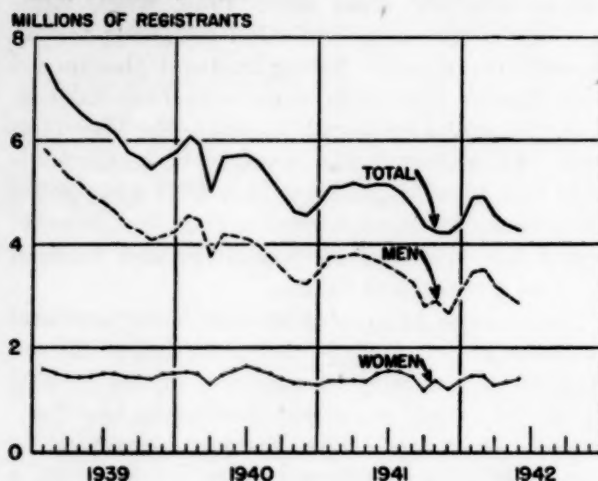
The 600,000¹ nonagricultural placements—8.3 percent above the April level—represented the highest monthly total since 1935, when large numbers of placements of relief recipients served to swell the totals. Nonagricultural placements were almost one-fourth more numerous than in May 1941 and were four-fifths above the May 1940 level. In addition, the number of nonagricultural jobs filled in January–May 1942 aggregated 2.4 million, 18 percent greater than in the same period last year and 88 percent greater than in the first 5 months of 1940.

Most of the April–May gain in nonagricultural placements occurred in the less industrialized areas of the country; a majority of the leading industrial States registered declines or less-than-average increases. The sharpest increases in nonagricultural placements were reported by a number of predominantly agricultural States, such as Kentucky, Mississippi, Nebraska, Oklahoma, and Texas, and reflected the growing shift of a significant part of the war production and building program toward the interior regions of the country. The extraordinary industrial and construction activity in a number of previously nonindustrial States is likewise indicated by the large increases in nonagricultural placements—ranging from 120 to 257 percent—over last May in several of these States. On the other hand, declines from April were reported by 15 States, including California, Illinois, Maryland, Massachusetts, New Jersey, and Washington. In each of these 6 States except Illinois and New Jersey, however, placements were greater than last May.

Approximately 390,000 different individuals were placed in nonagricultural occupations by public employment offices in the 46 States² reporting data for May; the total for the first 5 months of 1942 was nearly 1.7 million. Although strictly comparable data for 1941 are not available, the number of different individuals placed in nonagricultural jobs during January–May 1942 was about one-sixth greater than the total placed in both agricultural and nonagricultural jobs during the same period last year. Continuing the steady rise begun early this year, the average number of nonagricultural jobs filled per 100 individuals placed rose from 133 in April to 136 in May. In

² Excludes Alaska, Hawaii, Rhode Island, Michigan, and Oregon; data not reported.

Chart. 2—Active file of men and women registrants at public employment offices as of end of month, January 1939–May 1942



several States, however, the ratio was substantially higher, chiefly because of large numbers of short-term domestic-service placements.

Active file.—The active file of job seekers registered with public employment offices declined during May for the fourth successive month. It dropped 141,000³ below the April level to a total of nearly 4.3 million at the close of May (table 3). Except for October and November 1941, the file was the smallest in the history of the Employment Service. The registrants in the file numbered 898,000³ fewer than last May; all but 8⁴ of the 48 States for which comparable data are available shared in the decline.

While the number of women registered in the active file increased for the second successive month, the number of men sank to the lowest level on record. Women registrants increased by 40,300 or 3.0 percent during May to a total of 1.4 million, and men registrants dropped by 181,300 or 6.0 percent to a total of 2.8 million. In comparison with last May, the number of women job seekers, however, was down only 4.5 percent while the number of men declined 23 percent. The influx of women formerly not in the labor market accounts in part for the relatively smaller drop in women registrants.

Vocational Training Activities

Faced by increasing labor shortages in the expanding war industries, the United States Em-

ployment Service referred more persons to training courses and placed more trainees in jobs in April than in any previous month. The 20,400 placements made by the Employment Service (table 4)

Table 3.—Total applications received and active file of applications in public employment offices, by State, May 1942

[Corrected to June 19, 1942]

Social Security Board region and State	Total applications received, May 1942	Active file as of May 31, 1942		
		Number	Percentage change from—	
			Apr. 30, 1942	May 31, 1941
Total ¹	1,563,192	4,252,457	-3.2	-17.4
Region I:				
Connecticut.....	22,455	34,562	+6	-11.1
Maine.....	10,666	19,781	-13.7	-36.2
Massachusetts.....	51,264	125,283	-1.6	-28.4
New Hampshire.....	5,120	10,468	-3.0	-33.8
Rhode Island.....	12,974	30,431	+16.6	-28.7
Vermont.....	1,917	6,074	-7	-34.4
Region II:				
New York.....	187,488	424,784	+1	-25.0
Region III:				
Delaware.....	2,642	8,146	-8.0	-5.4
New Jersey.....	55,396	141,182	-7.8	-24.6
Pennsylvania.....	113,869	258,994	+3.2	-21.2
Region IV:				
District of Columbia.....	8,573	12,190	-10.5	-45.2
Maryland.....	24,270	29,949	+1.6	-19.9
North Carolina.....	31,267	66,144	-7.6	-22.1
Virginia.....	18,354	40,741	-8.0	-41.7
West Virginia.....	16,063	49,193	+1.3	-27.1
Region V:				
Kentucky.....	21,187	82,911	-7.6	-13.5
Michigan.....	66,482	163,222	-6.8	+22.0
Ohio.....	98,535	185,330	-4.6	-35.4
Region VI:				
Illinois.....	94,540	249,696	-2.0	-12.6
Indiana.....	48,058	247,329	+1.7	+17.0
Wisconsin.....	27,626	72,466	-13.3	-23.0
Region VII:				
Alabama.....	23,870	60,420	+4	-49.5
Florida.....	23,613	90,610	+2.0	-19.2
Georgia.....	25,925	84,574	-8.8	-27.1
Mississippi.....	19,702	65,928	-7.0	-17.8
South Carolina.....	14,107	57,154	+2.3	+21.2
Tennessee.....	17,742	128,973	+3.0	-4.8
Region VIII:				
Iowa.....	19,672	49,112	+1.4	-24.6
Minnesota.....	24,976	130,245	+3.7	+26.4
Nebraska.....	13,271	34,965	-16.5	-29.4
North Dakota.....	4,281	16,399	-4.2	-45.1
South Dakota.....	6,371	24,472	+2.1	-7
Region IX:				
Arkansas.....	27,509	53,768	-11.0	-23.0
Kansas ²	14,626	43,657	-5.5	(b)
Missouri ²	53,405	253,861	+5	(b)
Oklahoma.....	21,803	81,221	-18.7	+24.1
Region X:				
Louisiana.....	18,519	97,697	-2	-9.4
New Mexico.....	6,645	24,955	-13.4	+3.7
Texas.....	97,215	280,286	+5.5	-15.6
Region XI:				
Arizona.....	6,829	27,001	-6	+37.2
Colorado.....	11,685	33,095	-11.5	-43.3
Idaho.....	6,190	13,369	-17.4	-60.1
Montana.....	4,757	8,926	-6.3	-51.7
Utah.....	6,630	10,992	-27.9	-47.5
Wyoming.....	2,424	5,232	-10.9	-6.7
Region XII:				
California.....	116,536	254,042	-15.6	-32.2
Nevada.....	2,859	1,894	-2.0	-61.8
Oregon.....	24,333	17,369	-9	-44.3
Washington.....	25,554	42,597	-7.4	+11.6
Territories:				
Alaska.....	1,307	777	+2.8	-56.3
Hawaii ⁴				

¹ Excludes Hawaii for May; data not reported.

² Beginning Feb. 16, data for Kansas City, Kans., included with Kansas City, Mo.

³ Data not comparable.

⁴ Data not reported.

represented a 25-percent increase over the preceding month and brought the figure for the first 4 months of 1942 to 64,400, or more than 70 percent of the total number made by the Employment Service in the entire year of 1941. The NYA, WPA, and the vocational schools also reported increases in placements, from 26,300 in March to 31,500 in April. In addition, many trainees find jobs on their own initiative.

Despite difficulties in recruiting trainees in a number of localities, the Employment Service was able to increase its referrals to national defense pre-employment training courses in April by 12 percent, reaching a record high of 76,600. Referrals to NYA defense work projects increased by almost the same percentage to 8,900. The extent to which Employment Service referrals to pre-employment training courses have increased during the past 16 months is strikingly indicated by the rise in the average monthly referrals from 28,500 for 1941 to 65,000 for the first 4 months of 1942.

The U. S. Office of Education reported 105,000 new enrollments in pre-employment courses during April, 9,000 more than in March. The increasing number of women accepted for training accounted for much of the rise. Employment Service referrals constituted 82 percent of new enrollments in April compared with 79 percent in March and indicate the increasing importance of the Employment Service in supplying trainees to the pre-employment training program.

Employment Service referrals for training were most numerous in California, New York, Pennsylvania, and Ohio, four States which together accounted for 36 percent of all April referrals. The only State that reported a significant decrease was Pennsylvania, which experienced difficulty in recruiting trainees. Because the entering wage rates are especially attractive, young workers in this State prefer immediate employment to a non-remunerative training period. Most States, however, indicated substantial increases in the number of referrals, especially Illinois, Florida, Missouri, Texas, and Ohio, which together accounted for 65 percent of the total increase in April. Training courses in Ohio and Illinois, although greatly expanded, were unable to keep abreast of labor demand, especially for machine-shop trainees, because of a shortage of facilities and instructors. This resulted in long waiting lists of candidates.

Table 4.—Public employment office referrals to pre-employment and refresher defense training courses, placements on NYA defense projects, and jobs found by trainees, April 1942¹

Item	Number
Referrals to training courses and placements on NYA defense projects, total.....	85,463
Nonwhite.....	3,759
White.....	81,704
Placements on NYA defense projects.....	8,908
Referrals to training courses.....	76,560
Aviation services.....	13,428
Machine shop.....	23,352
Sheet-metal work.....	3,788
Shipbuilding and boatbuilding.....	6,763
Welding.....	14,122
All other.....	15,107
Jobs found by trainees, total ²	51,893
Placements by public employment offices.....	20,425
Employment reported by cooperating agencies.....	31,468

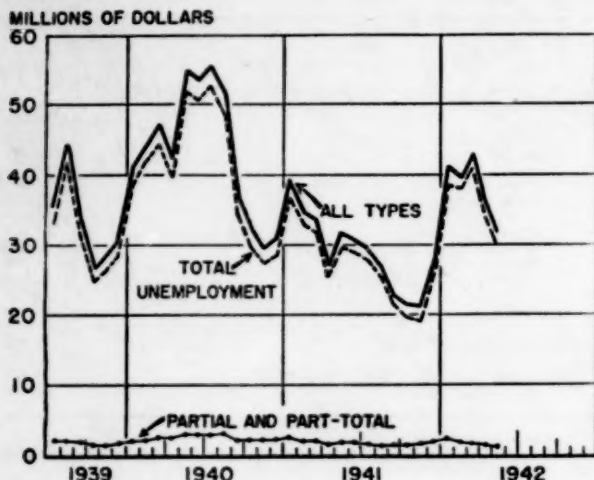
¹ Excludes Alaska and Hawaii.

² Represents jobs found by all trainees, regardless of agency which originally referred worker to training.

As in March, referrals to machine-shop training in April were more numerous than any other type of referral. More than 30 percent of the machine-shop referrals occurred in three important machine-manufacturing States—Ohio, Michigan, and New Jersey. Approximately 85 percent of the persons referred to shipbuilding pre-employment classes by the Employment Service are receiving training in Oregon, Washington, California, and Texas. Contrary to the general trend, the number of applicants for training directed by the Employment Service to pre-employment aviation courses dropped from 14,100 in March to 13,400 in April, largely because referrals declined by 2,200 in Maryland and California. In the major labor-market areas of these two States, critical labor shortages make it almost impossible to find trainees. In-migrants, previously an important source of trainees, are now discouraged by acute housing shortages from going into these areas.

Referrals of nonwhite applicants (mostly Negroes) to pre-employment courses and youth work projects rose substantially in April to 3,800, or 4.4 percent of all referrals. Although more nonwhite persons were sent to training courses by the Employment Service than during any other month of 1942, this proportion still compares unfavorably with the 10 percent of the total population which they represent. Maryland has been, for several months, the only State where Negroes were being trained in relatively large numbers, but during April referrals of nonwhite persons accounted for

Chart 3.—Amount of unemployment benefits paid, by type of unemployment, by month, July 1939–May 1942



18 percent of all referrals in Arkansas and 13 percent in Missouri. Almost 30 percent of the non-white referrals in the Nation were made in these three States.

Even more significant than the increase in Negro training is the trend in the training of women. Women are entering industry in unprecedented numbers and are satisfactorily filling jobs previously considered suitable only for men.⁴ In many localities employers have requested the establishment of training schools for women exclusively. As a proportion of enrollments in pre-employment courses, women advanced from 5.5 percent in January 1942 to 13.1 at the end of April. The 20,000 additional women enrolled during April equaled more than two-fifths of the number enrolled in the program from its inception through March 1942.

Insurance Activities

The volume of unemployment among covered workers and the amount of benefits paid declined further during May, as an increasing number of persons continued to be drawn into both production and the armed services. Man-weeks of compensated unemployment (2.5 million) and benefit disbursements (\$31.7 million) were, respectively, 12 and 13 percent below April levels (table 5), although the initiation of new benefit years in many States during April ordinarily presages an upturn in May. While payments

⁴ See "Employment of Women in War Production," in this issue of the Bulletin.

were smaller than in May 1938, 1939, and 1940, they were slightly higher than in May 1941; on the other hand, the total number of man-weeks compensated was approximately one-eighth less than last May—an indication that liberalized benefit formulas and higher base-period earnings rather than a greater volume of unemployment accounted for the somewhat higher level of benefit payments. May was the first month since January that the number of man-weeks compensated was below that for the corresponding month of 1941. It may be expected that both claims and benefit disbursements will continue to drop as the number of workers who become unemployed declines. Because of heavy conversion unemployment in the early part of the year, payments for the first 5 months of 1942 aggregated \$192 million, 16 percent more than in the same period last year.

Approximately 858,000 different individuals received at least one benefit payment during May. It is estimated that about 23 percent of the persons unemployed in May, as reported by the WPA, drew unemployment benefits, as compared with 22 percent of the unemployed during April.⁵

Claims and payments.—After a sharp rise in April following the initiation of new benefit years

⁵ Derived by dividing the number unemployed (WPA estimate) into the average weekly number of benefit recipients during the month. This procedure represents a change from that used previously, when the WPA unemployment figure was divided into the estimated number of different individuals in receipt of benefits during the month. The latter monthly cumulative figure was, however, not strictly comparable with the WPA estimate, based on a count of the unemployed during a single week. Under the revised procedure, the proportion of those unemployed who drew benefits during the first 3 months of 1942 was, respectively, 19, 21, and 22 percent, instead of 20, 30, and 33 percent as obtained by the previous method.

Chart 4.—Number of initial claims received in local offices, by month, July 1939–May 1942

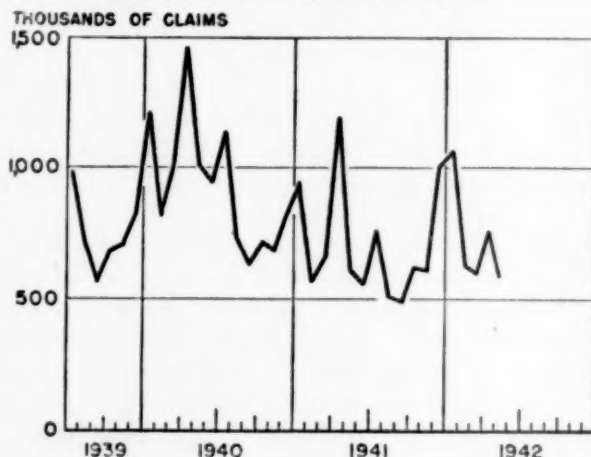


Table 5.—Number of benefit recipients, number of weeks compensated, and amount of benefits paid, by State, May 1942

[Data reported by State agencies, corrected to June 19, 1942]

Social Security Board region and State	Benefit recipients		Weeks compensated for—				Benefits paid ¹					
	Average weekly number	Estimated number of dif- ferent in- dividuals during month	All unemployment		Total unemploy- ment		Amount ²	Percent- age change from April 1942	Type of unemployment			
			Number	Percentage change from—		Number			Percent of all weeks	Total	Part- total ³	Partial ³
				April 1942	May 1941							
Total.....	609,734	858,100	2,568,595	-11.7	-13.4	2,363,167	92.0	\$31,704,306	-12.7	\$30,042,754	\$761,558	\$857,474
Region I:												
Connecticut.....	5,611	10,300	25,005	+81.2	+64.1	22,855	91.4	322,900	+90.0	303,703	386	18,520
Maine.....	4,308	6,500	17,756	+28.1	-30.3	15,349	86.4	155,022	+32.1	137,633	9,446	7,943
Massachusetts.....	26,768	43,000	116,375	+22.6	-34.4	110,389	94.9	1,241,519	+21.9	1,206,567	6,665	27,010
New Hampshire.....	2,423	3,300	9,822	-22.5	-24.3	8,902	90.6	84,375	-23.2	79,221	512	4,642
Rhode Island.....	14,238	19,500	57,390	+14.1	+17.2	54,679	95.3	704,867	+37.8	686,078	(⁴)	(⁴)
Vermont.....	650	900	2,762	-35.1	-16.1	2,546	92.2	27,421	-36.0	25,944	689	787
Region II:												
New York.....	70,904	85,800	286,753	-26.6	-48.2	286,753	100.0	3,519,573	-26.0	3,519,573	(⁴)	(⁴)
Region III:												
Delaware.....	1,022	1,500	4,095	-38.9	-6.0	3,476	84.9	36,144	-37.9	32,434	612	3,028
New Jersey.....	22,353	34,300	93,469	-16.0	-11.9	82,092	87.8	1,193,232	-15.5	1,111,946	3,492	70,027
Pennsylvania.....	22,846	36,000	93,621	-23.8	-65.7	93,621	100.0	1,060,137	-24.3	1,060,137	(⁴)	(⁴)
Region IV:												
District of Columbia.....	1,687	2,200	7,071	-23.4	-52.2	6,730	95.2	91,245	-23.5	86,882	3,295	589
Maryland.....	9,850	14,200	41,381	+7.3	-26.6	36,192	87.5	493,469	+5.9	450,809	1,244	41,235
North Carolina.....	9,364	12,400	40,603	-7.2	-28.2	37,118	91.4	266,998	-9.0	254,531	2,169	9,809
Virginia.....	9,727	16,400	43,721	+127.2	-8.0	42,135	96.4	403,235	+131.6	392,981	7,462	2,756
West Virginia.....	4,897	9,000	21,023	+50.4	-55.6	20,776	98.8	243,221	+89.6	210,123	0	33,098
Region V:												
Kentucky.....	7,654	12,100	33,992	+1.9	-6.3	30,660	90.2	267,848	+1.3	251,263	10,631	5,441
Michigan.....	66,468	80,100	273,477	-33.7	+304.3	253,755	92.8	4,562,924	-34.3	4,421,170	59,066	82,688
Ohio.....	27,090	37,200	114,313	-14.4	+21.9	106,336	93.0	1,385,887	-15.4	1,326,336	28,947	29,010
Region VI:												
Illinois.....	70,974	118,100	314,222	+67.8	+34.9	275,357	87.6	4,364,584	+68.5	4,014,899	178,916	167,892
Indiana.....	17,412	23,900	74,859	-16.9	+147.7	66,748	89.2	897,447	-18.2	841,924	28,144	26,994
Wisconsin.....	6,922	9,400	28,665	-29.5	+133.4	24,675	86.1	355,679	-28.8	320,266	15,617	19,896
Region VII:												
Alabama.....	5,953	8,100	25,240	-14.5	-37.4	23,604	93.5	224,406	-12.4	213,167	9,561	1,563
Florida.....	9,400	13,400	40,337	-8.7	+9.8	37,018	91.8	419,592	-6.8	396,733	19,439	3,420
Georgia.....	10,061	13,900	45,307	-3.6	+28.3	43,795	96.7	412,177	-6.5	401,459	7,563	3,071
Mississippi.....	4,923	6,600	20,443	-18.9	+1.2	18,994	92.9	186,121	-17.5	177,462	4,527	4,108
South Carolina.....	4,988	6,700	20,742	-15.1	+21.0	19,392	93.5	166,590	-15.3	159,378	4,500	2,594
Tennessee.....	12,857	17,600	56,316	-8.1	+17.6	53,795	95.5	534,091	-9.7	517,776	12,725	4,190
Region VIII:												
Iowa.....	4,729	7,100	19,198	-27.5	-12.5	16,614	86.5	192,741	-28.0	176,080	10,781	5,370
Minnesota.....	9,624	12,500	38,523	-43.6	-30.6	33,353	86.6	457,289	-44.6	413,589	26,910	16,610
Nebraska.....	1,707	2,100	6,627	-44.9	-35.2	5,777	87.2	65,543	-47.2	59,000	3,415	2,997
North Dakota.....	808	1,000	3,336	-46.7	-28.5	2,800	83.9	33,060	-49.2	28,654	2,261	2,154
South Dakota.....	776	1,000	3,231	-1.3	-28.1	2,744	84.9	27,037	-5.0	23,608	2,152	1,228
Region IX:												
Arkansas.....	2,383	3,200	9,246	-35.4	-76.2	8,725	94.4	70,410	-38.2	67,425	1,926	1,066
Kansas.....	4,179	5,800	17,140	-28.2	+16.5	15,211	88.7	175,139	-28.9	161,455	8,441	5,243
Missouri.....	16,430	22,400	68,562	-9.6	+55.6	60,027	87.6	806,504	-11.2	756,236	9,929	41,148
Oklahoma.....	7,249	10,100	30,321	-5.7	+11.9	27,221	89.8	354,241	-5.8	328,474	24,194	1,573
Region X:												
Louisiana.....	12,173	17,300	52,547	-10.0	-20.3	49,761	94.7	509,473	-8.2	487,489	14,479	6,580
New Mexico.....	1,539	2,100	6,494	-25.4	-30.8	6,158	94.8	60,204	-24.5	57,411	2,118	675
Texas.....	12,844	18,800	54,174	-9.0	-27.3	48,628	89.8	476,037	-9.0	444,176	31,067	488
Region XI:												
Arizona.....	920	1,300	3,867	-23.1	-36.1	3,673	95.0	45,096	-23.5	43,437	1,650	0
Colorado.....	2,159	3,400	9,604	+58.5	-54.8	8,933	93.0	101,674	+70.2	95,979	2,928	2,506
Idaho.....	1,226	1,500	4,818	-59.5	-49.7	4,470	92.8	55,799	-61.7	52,693	3,011	59
Montana.....	2,242	2,800	9,240	-46.1	-62.0	9,240	100.0	101,127	-48.6	101,127	(⁴)	(⁴)
Utah.....	1,203	1,400	4,815	-46.1	-11.2	4,436	92.1	67,616	-46.3	63,497	3,540	562
Wyoming.....	415	600	1,740	-46.9	-66.8	1,127	64.8	20,260	-51.8	14,875	1,441	3,944
Region XII:												
California.....	68,846	91,400	286,202	-16.2	-16.7	282,522	88.2	4,108,639	-17.1	3,765,971	173,692	100,865
Nevada.....	398	500	1,586	-43.8	-70.3	1,426	89.9	20,039	-45.8	18,651	837	551
Oregon.....	2,382	3,600	11,229	-35.1	-24.6	9,061	80.7	140,054	-36.8	120,118	11,696	6,649
Washington.....	3,087	4,600	13,292	-51.1	-66.0	10,685	80.4	152,813	-54.0	127,423	9,345	16,045
Territories:												
Alaska.....	308	400	1,444	-10.4	-47.9	1,382	95.7	19,356	-11.2	18,666	690	0
Hawaii.....	627	800	2,599	-30.0	-32.8	1,451	55.8	20,852	-27.9	15,875	129	4,848

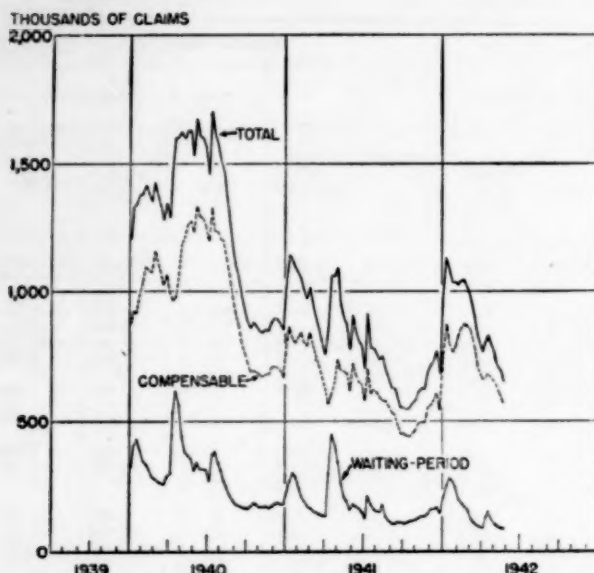
¹ Not adjusted for voided benefit checks.

² Includes supplemental payments, not classified by type of unemployment.

³ Benefits for partial and part-total unemployment are not provided by State law in Montana, New York, and Pennsylvania.

⁴ Excludes Rhode Island; data not reported.

Chart 5.—Number of waiting-period and compensable continued claims received, for weeks ended in January 1940–May 1942¹



¹ Comparable data not available prior to January 1940.

in several States, the number of initial claims declined 23 percent during May to a total of 583,000 (table 6).⁷ Such claims, which are filed, for the most part, by persons newly or recently laid off, were 4.2 percent fewer⁸ than last May and only three-fifths of the total in May 1940. May marks the third successive month in which initial claims have been fewer than in the same month of 1941.

Initial claims declined from the April level in every State except South Carolina and New York. The 46-percent increase in New York was primarily attributable to the advance filing of new-benefit-year claims prior to the start of the benefit year in June. Receipts were greater than last May in only 13 States, including Illinois, Indiana, Michigan, Missouri, South Carolina, and Wisconsin, where conversion unemployment or lay-offs from completed construction projects have been heavy. In Rhode Island, the increase over last year appears to have been due largely to displacements in the jewelry and textile industries. Compared with May 1940, receipts were fewer in every State except South Carolina.

⁷ If New York is excluded from the totals, the April–May decline is 36 percent. A change in the beginning date of the benefit year in New York—from April 1 to the first Monday in June—resulted in a concentration of initial-claim receipts in May of this year instead of April.

⁸ If New York is excluded, the decline is 12 percent.

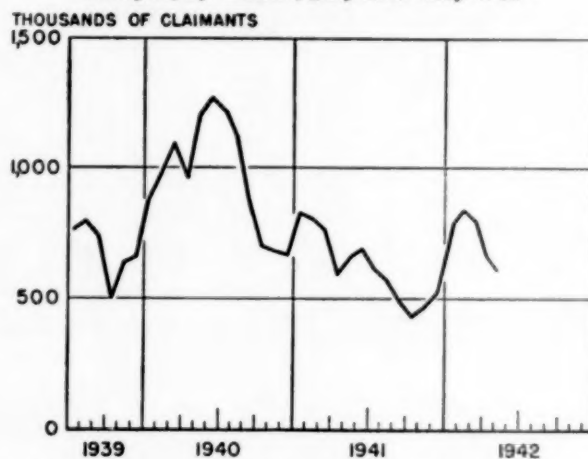
Most of the States reported declines in benefit payments from April to May (table 5). Increases occurred only in Kentucky and in 9⁹ of the 10 States with uniform benefit years beginning in April. The number of continued claims, on the other hand, rose only in Kentucky and in 5 of the 9 States mentioned above; in the other 4 States—Colorado, Maine, Maryland, and Rhode Island—they declined somewhat as the result of sharp reductions in waiting-period claims.

Unemployment occasioned by the shift of industry to a war footing continued to be evident in a number of States, including Illinois, Indiana, Kansas, Michigan, Missouri, Ohio, and Wisconsin, where payments were substantially greater than last May. The greater benefit outlay in most of the Southern States, as compared with last May, reflects the large number of workers separated from completed construction projects. Only five States—Kansas, Michigan, Missouri, Oklahoma, and Wisconsin—reported greater disbursements than in May 1940, but in each of them, except Michigan, both the number of checks issued and the number of continued claims filed were smaller than in May 1940. As in the previous month, more than half the benefit outlay for the country was concentrated in Illinois, New York, Michigan, and California.

The number of weeks compensated for total unemployment, declining for the second successive month, dropped 12 percent below the April total to 2.4 million. Weeks of compensated

⁹ Colorado, Connecticut, Illinois, Maine, Maryland, Massachusetts, Rhode Island, Virginia, and West Virginia.

Chart 6.—Average weekly number of claimants drawing benefits, by month, July 1939–May 1942¹



¹ Data for 1939 represent number of recipients during midweek of month.

partial unemployment dropped somewhat less sharply from the April level (9.8 percent to 116,000). This figure, however, was less than half the total in January 1942, while weeks of

compensated total unemployment were only one-fourth fewer. In Hawaii and Wyoming, nevertheless, weeks of compensated partial unemployment constituted 43 and 27 percent, respec-

Table 6.—Number of initial and continued claims received in local offices, by State, May 1942

[Data reported by State agencies, corrected to June 19, 1942]

Social Security Board region and State	Initial claims				Continued claims			
	May 1942		January-May 1942		May 1942		January-May 1942	
	Number	Percentage change from April 1942	Number	Percentage change from January-May 1941	Number	Percentage change from— April 1942 May 1941	Number	Percentage change from January-May 1941
Total.....	1 582,576	1 -22.5	1 3,616,388	1 -9.3	2,970,060	-15.4 -24.1	19,146,456	-8.4
Region I:								
Connecticut.....	7,156	-48.1	48,300	+10.3	30,035	+16.9 +52.2	161,747	-8.3
Maine.....	2,988	-58.8	22,319	-31.2	19,778	-15.1 -29.5	93,451	-36.3
Massachusetts.....	29,064	-39.2	150,902	-22.4	133,713	+4.6 -39.3	683,900	-31.2
New Hampshire.....	2,429	-2.1	13,630	+3	12,005	-14.3 -28.1	63,614	-30.3
Rhode Island.....	7,906	-53.5	55,462	+8.4	64,065	-1 +20.3	215,483	+10.0
Vermont.....	720	-5.8	5,389	-25.9	3,452	-30.5 -8.5	28,552	-41.5
Region II:								
New York.....	178,629	+45.5	642,874	-24.4	342,187	-24.4 -60.8	2,316,793	-34.0
Region III:								
Delaware.....	1,011	-16.9	9,276	-6.4	4,522	-37.5 -12.0	46,358	-1.8
New Jersey.....	30,046	-6.3	182,354	+8.4	121,503	-8.7 -16.1	906,396	+15.7
Pennsylvania.....	20,427	-7.7	143,018	-43.3	133,130	-22.5 -62.4	1,111,968	-43.3
Region IV:								
District of Columbia.....	873	-17.7	7,568	-36.6	8,604	-19.2 -50.4	65,675	-43.0
Maryland.....	4,419	-45.7	41,008	-9.6	47,355	-10.3 -29.5	211,998	-16.5
North Carolina.....	5,248	-24.2	51,556	-9.3	40,671	-16.9 -33.3	286,629	-12.3
Virginia.....	4,230	-72.6	27,703	-37.6	47,977	+54.3 -20.4	168,698	-21.1
West Virginia.....	4,384	-63.5	30,519	-72.0	33,898	+7.3 -38.8	145,273	-55.9
Region V:								
Kentucky.....	4,670	-59.3	42,685	-4.0	21,883	+7.4 -9	112,073	+3.4
Michigan.....	31,157	-21.2	280,131	+118.4	275,025	-30.9 +236.2	2,007,316	+268.8
Ohio.....	14,803	-24.7	124,984	-11.6	134,371	-19.1 +3.1	984,003	+4
Region VI:								
Illinois.....	76,691	-40.7	406,928	+6.2	357,315	+33.5 +18.7	1,340,288	+3.3
Indiana.....	10,084	-28.9	78,092	+85.6	83,983	-18.1 +104.4	626,489	+86.3
Wisconsin.....	15,490	-18.3	147,293	+3.4	34,086	-25.3 +65.0	300,842	+48.6
Region VII:								
Alabama.....	5,398	-7.2	34,655	-27.7	34,804	-8.4 -51.3	223,251	-27.3
Florida.....	6,444	-26.0	45,295	+2.1	47,235	-3.1 -8.4	267,892	+20.9
Georgia.....	5,056	-38.3	38,576	-11.1	54,779	-14.4 +13.5	351,478	+42.9
Mississippi.....	3,930	-30.2	30,322	+11.7	24,909	-19.6 -1.2	163,611	+13.8
South Carolina.....	5,704	+2	31,803	+15.1	25,052	-13.7 +5.9	180,178	+35.1
Tennessee.....	6,984	-38.9	52,135	+14.8	72,873	-4.3 +1.5	430,432	+19.1
Region VIII:								
Iowa.....	3,922	-43.1	40,491	-4.9	26,078	-28.6 -16.0	223,444	-22.0
Minnesota.....	6,730	-38.8	69,475	-13.3	43,493	-42.2 -23.9	433,877	-21.8
Nebraska.....	1,237	-44.8	16,331	-5.4	7,713	-45.0 -32.5	97,660	-18.0
North Dakota.....	426	-48.9	5,727	-18.5	3,697	-47.0 -34.4	37,811	-27.0
South Dakota.....	318	-52.1	4,296	-18.3	3,623	-22.0 -35.5	24,762	-34.1
Region IX:								
Arkansas.....	1,797	-34.5	18,085	-45.9	10,211	-36.1 -77.9	87,922	-62.3
Kansas.....	3,190	-33.4	28,513	+8.0	20,714	-27.0 +6.3	160,213	+7.7
Missouri.....	9,851	-32.9	76,196	+20.3	87,275	-12.3 +22.6	518,016	+22.0
Oklahoma.....	4,064	-52.5	38,019	-9.2	35,320	-16.0 -5.3	193,116	-6.1
Region X:								
Louisiana.....	8,083	-41.0	60,936	+9.2	62,520	-19.7 -26.2	419,569	+9.7
New Mexico.....	717	-48.0	7,916	+4.9	7,144	-30.7 -37.2	53,219	-21.3
Texas.....	12,722	-29.1	93,802	-17.3	78,864	-16.5 -33.4	482,528	-18.8
Region XI:								
Arizona.....	1,144	-39.5	10,725	+5.0	4,537	-22.3 -45.6	34,573	-34.1
Colorado.....	1,393	-75.2	15,566	-26.8	11,914	-4.7 -55.7	74,585	-56.3
Idaho.....	751	-49.8	12,037	-22.2	5,018	-56.1 -59.3	78,067	-38.4
Montana.....	803	-43.8	10,980	-29.2	11,016	-42.6 -59.3	118,097	-41.8
Utah.....	655	-40.6	9,386	-9.7	4,727	-46.2 -24.4	62,194	-8.9
Wyoming.....	319	-45.8	5,109	-43.7	2,097	-46.7 -69.7	32,721	-32.5
Region XII:								
California.....	42,732	-36.3	348,972	-2.3	303,826	-23.7 -18.1	2,072,017	-11.7
Nevada.....	204	-49.6	3,258	-32.0	2,114	-38.5 -66.9	22,889	-56.3
Oregon.....	1,760	-37.0	32,285	-7.2	8,242	-49.7 -63.9	156,872	-29.5
Washington.....	3,797	-50.1	60,934	-38.2	15,620	-51.5 -68.1	237,932	-37.7
Territories:								
Alaska.....	(1)		1 402	1 -65.9	2,166	-26.1 -45.6	14,442	-33.5
Hawaii.....	120	-67.2	2,169	-18.2	2,921	-27.7 -34.7	15,542	-16.8

Excludes Alaska for May: data not reported.

² Excludes claims for partial unemployment.

tively, of all weeks compensated as compared with only 5.4 percent for the remaining States for which comparable data are available.

The declining rate at which workers are losing jobs was reflected in the smaller number of first payments issued during May to claimants beginning new benefit years. A 20-percent drop from April in the number of first payments was in contrast to the rather marked April-May increases of the 2 preceding years and brought the total for May down to 239,000,¹⁰ about half the number in May 1941 and a third of that in May 1940.

Although the number of individuals who exhausted their rights to further compensation payments in their benefit year declined 13 percent from April to May, the drop was less marked than in 1941. The 114,000¹⁰ exhaustions reported

¹⁰ Excludes Indiana and Wisconsin.

during May were 13 percent more numerous than in May 1941, because of sharp rises in Michigan (from 3,000 to 15,100) and in New York (from 1,500 to 33,600). In New York the increase was due, in part at least, to the recent amendment extending the ending date of the uniform benefit year from March 31 to May 31, while the rise in Michigan is explained by the fact that workers who were thrown out of jobs earlier in the year because of the conversion of plants to war production are now exhausting their benefit rights.

Status of funds.—With the deposit of \$144 million in State clearing accounts during May, collections received during the first 5 months of the year passed the half-billion dollar mark and totaled \$549 million (table 7), or 20 percent more than the amount collected during the same period last year. Collections during April and May, however, which are based on covered pay rolls for the first

Table 7.—Collections deposited in State clearing accounts, January-May 1942, and funds available for benefits as of May 31, 1942, by State

[Data reported by State agencies, corrected to June 22, 1942]

Social Security Board region and State	Collections deposited ¹ January-May 1942		Funds available for benefits ² as of May 31, 1942	Social Security Board region and State	Collections deposited ¹ January-May 1942		Funds available for benefits ² as of May 31, 1942
	Amount	Percentage change from January-May 1941			Amount	Percentage change from January-May 1941	
Total.....	\$548,775,630	+19.9	\$2,897,644,150	Region VII—Continued.			
Region I:				South Carolina.....	\$2,794,842	-3.2	\$18,199,908
Connecticut.....	12,799,092	+6.1	76,088,988	Tennessee.....	6,810,388	+36.7	24,615,300
Maine.....	3,275,672	+49.6	10,354,112	Region VIII:			
Massachusetts.....	20,524,234	-3.4	124,294,597	Iowa.....	4,350,837	+11.2	26,259,966
New Hampshire.....	2,541,777	+64.6	10,310,023	Minnesota.....	6,081,471	+58.9	30,598,697
Rhode Island.....	7,866,216	+33.1	27,772,671	Nebraska.....	1,000,634	-3.0	10,580,149
Vermont.....	949,779	+19.6	5,350,332	North Dakota.....	414,383	(⁴)	2,546,545
Region II:				South Dakota.....	322,810	-24.2	3,851,375
New York.....	83,355,587	+24.3	351,355,294	Region IX:			
Region III:				Arkansas.....	2,822,661	+59.4	10,717,328
Delaware.....	1,026,784	-19.4	10,164,084	Kansas.....	2,693,796	+11.1	18,643,542
New Jersey.....	38,044,999	+36.7	210,873,035	Missouri.....	13,908,496	+25.4	87,092,177
Pennsylvania.....	56,583,632	+27.8	259,771,622	Oklahoma.....	3,182,760	+1.4	22,888,458
Region IV:				Region X:			
District of Columbia.....	3,974,672	+37.7	28,104,241	Louisiana.....	5,774,722	+20.1	23,728,587
Maryland.....	10,363,850	+38.1	42,172,907	New Mexico.....	752,701	+6.3	3,731,407
North Carolina.....	8,078,444	(⁴)	40,287,593	Texas.....	8,628,027	(⁴)	72,760,173
Virginia.....	5,114,312	-4	30,982,141	Region XI:			
West Virginia.....	4,455,226	(⁴)	31,826,408	Arizona.....	1,469,227	+30.7	5,975,627
Region V:				Colorado.....	2,467,127	+2.7	15,191,698
Kentucky.....	6,140,002	+7.0	45,924,028	Idaho.....	1,243,777	+21.8	4,061,751
Michigan.....	30,969,483	-1.0	125,932,556	Montana.....	1,543,956	+8.8	6,494,124
Ohio.....	31,088,192	-5.0	250,460,476	Utah.....	1,860,452	+29.5	6,796,106
Region VI:				Wyoming.....	647,756	+4.8	3,157,718
Illinois.....	46,443,266	+26.7	279,744,773	Region XII:			
Indiana.....	14,335,352	+16.9	74,164,656	California.....	52,003,971	+26.2	238,645,524
Wisconsin.....	4,217,136	(⁴)	71,053,806	Nevada.....	806,567	+63.9	2,085,711
Region VII:				Oregon.....	4,668,737	+31.0	19,753,049
Alabama.....	6,992,588	+21.9	31,397,443	Washington.....	9,706,122	+62.9	39,218,789
Florida.....	4,335,142	+3.0	17,060,630	Territories:			
Georgia.....	5,783,042	+22.1	35,003,792	Alaska.....	497,394	+80.0	2,224,898
Mississippi.....	2,105,708	+32.3	6,961,593	Hawaii.....	927,629	-10.2	9,813,742

¹ Represents contributions from employers, plus such penalties and interest as are available for benefits, and contributions from employees. Adjusted for refunds of contributions and for dishonored contribution checks. Current contribution rates, as a percent of taxable wages, are as follows: For employers, 2.7 percent in all States except Michigan, where rate is 3.0 percent; for employees, 1.5 percent in Rhode Island, and 1.0 percent in Alabama, California, Kentucky, and New Jersey. Experience rating, resulting in modified contribution rates, became effective Jan. 1, 1938, in Wisconsin; Jan. 1, 1940, in Indiana, Nebraska, and South Dakota; Jan. 1, 1941, in California, Kansas, Kentucky, Minnesota, New Hampshire, Texas, Vermont, Virginia, and West Virginia; Apr. 1, 1941, in Alabama, Connecticut, and Hawaii; July 1, 1941, in Oregon; Jan. 1, 1942, in Arizona, Colorado, Delaware, Florida, Georgia,

Iowa, Massachusetts, Michigan, Missouri, New Jersey, New Mexico, North Dakota, Ohio, Oklahoma, South Carolina, and Wyoming; and Apr. 1, 1942, in Arkansas. All States collect contributions either wholly or in part on quarterly basis.

² Represents sum of balances at end of month in State clearing account and benefit-payment account, and in State unemployment trust fund account maintained in the U. S. Treasury. State unemployment trust fund accounts reflect transfers to railroad unemployment insurance account.

³ Based on data for 46 States. See footnote 4.

⁴ Not computed, because contributions for the 2 periods compared relate to wages paid during different numbers of months.

quarter of 1942, were only 14 percent more than last year, reflecting, in part, the operation of experience rating in 16 additional States, effective January 1, 1942. Despite the reduction of contribution rates under experience rating, however, indications are that the sharply expanded volume of covered employment, steadier employment,

longer workweeks, and higher wage rates will undoubtedly cause collections for the year to surpass the \$1 billion total of 1941. Funds available for benefit payments continued their steady rise, reaching \$2.9 billion at the end of the month. Reserves are now 37 percent greater than at the end of May 1941.

Estimating the Potential Expansion of the Female Labor Force in Urban Areas*

The expansion of war employment and the appearance of general labor shortages in important war industry centers have raised the question of the extent to which women can be drawn into war employment. Elsewhere in this issue there is a discussion of the utilization of women for war work¹ as well as an article on the potential expansion of the labor force.² Both articles deal with the national aspects of the problem. It is often important, however, to know the number of women who might be drawn into the labor force in a specific war industry center. This information may be needed to determine the extent to which the area can absorb further war contracts, the degree to which in-migration can be prevented if women workers are available locally, or, roughly, the number of day nurseries necessary to care for children of working mothers. For these reasons a method is needed for quickly estimating the number of women who may be expected to enter the labor market in a given local area in response to expanded labor demands. The following procedure is adaptable for meeting these needs.

The 1940 census of population indicates that in April 1940 in urban areas 31 percent of all women 14 years of age and over were in the labor force, in contrast to 21 percent in the rural-nonfarm and 12 percent in the rural-farm areas. In cities of 1 million or more population, female work rates were somewhat higher, reaching a high of 34 percent in New York City. There were, however, a number of cities of 100,000 or more in which the proportion of women in the labor force was far in excess of the national urban average or of those

for cities of 1 million or more. Washington, D. C., for example, had 45 percent of its women 14 years of age and over in the labor force in 1940; Fall River, Massachusetts, had 43 percent; and Richmond, Virginia, 42 percent. The accompanying table lists the proportion of women in the labor force at the time of the 1940 census for 11 cities which had an unusually high proportion of the female population in the labor force. The proportions in each age group are also shown, and it can be seen that in these cities considerably higher female work rates prevailed in each age group than for all urban areas combined.

Two types of cities are represented in this group of cities with high female work rates—New England communities, in which textiles, apparel, and other consumer-goods industries offer extensive employment opportunities for women, and Southern cities in which domestic and personal service, tobacco manufacturing, and textile industries offer employment opportunities for both Negro and white women.

By 1943 it may be expected that job opportunities for women in most war production centers will be as plentiful as they were in 1940 in the 11 cities. Under these circumstances it is not unreasonable to expect that women can be drawn into the labor force to at least as great a degree as that achieved in these areas in 1940 if, in a given urban area, a general male labor shortage prevails; if the principal industries in the area are those with occupations suitable for women; and if there is full employer willingness to utilize women. Larger numbers of women will be drawn into industry if, as is already being done in many areas, day nurseries are established to enable mothers to accept gainful employment.

As indicated in the article on the labor-force

*Prepared by Clarence M. Weiner, Reports and Analysis Division, Bureau of Employment Security.

¹ See "Employment of Women in War Production."

² See "Labor-Force Reserves."

reserves, it would be more valid to consider the marital and parental status of women in each area, in order to determine whether it is possible to achieve high rates of labor utilization. Since such data for urban areas are not readily available, the present procedure is based on potential work rates for specific age groups, thereby taking into some consideration the fact that the marital and parental status of women is highly correlated with age.

An estimated potential work rate was determined for each specific age group by examining the corresponding proportions in each of the high-work-rate cities. For example, in the group aged 14-19 years, the two highest ratios in any of the cities were 43.6 percent for Fall River and 36.0 percent for New Bedford, Mass.; the next two were 33.3 and 33.1 percent, respectively, for Providence, R. I., and Bridgeport, Conn. It was therefore assumed that in most urban centers of expanded demand where women can be drawn into industry it would not be impossible to achieve a proportion of 35 percent of women in the labor force in this age group. Similarly, for each of the other age groups, potential work rates were determined.

The estimated potential work rates for each age group are shown in the last line of the accompanying table.¹ No rate is shown for all women 14 years of age and over, because this rate will depend on the age distribution in a given area. In most urban areas the work rate is estimated at about 44 to 47 percent of the women 14 years of age and over. In some areas, particularly where employment opportunities for women are exceptionally favorable—as in certain munitions producing centers—the proportions in some of the age groups may very well exceed the estimated potential rates.

The application of these potential work rates to the female population of a given area, by age groups, yields an estimate of the total number of women who might be expected to be in the labor force at a time when the peak of employment is reached in the area. By subtracting the number of women already in the labor force in 1940, it is possible to estimate the net increment between

Table 1.—Percent of women in each age group in the labor force, April 1940

Area	Total 14 years and over	14-19 years	20-24 years	25-44 years	45-64 years	65 years and over
All areas.....	25.5	18.8	45.4	30.3	19.7	5.7
Urban.....	31.2	23.2	55.4	37.1	23.5	6.1
Rural-nonfarm.....	20.6	15.8	35.4	23.8	17.7	4.6
Rural-farm.....	12.1	12.3	24.0	13.2	9.8	5.5
Cities of 1 million or more.....	33.0	26.8	62.9	37.9	22.6	6.0
New York.....	33.9	28.5	68.0	38.5	21.5	5.6
Chicago.....	33.5	27.8	63.6	38.6	22.1	5.6
Philadelphia.....	33.1	27.6	62.2	38.5	23.8	7.0
Detroit.....	28.2	25.2	52.1	30.3	18.6	5.4
Los Angeles.....	32.2	15.9	48.0	40.6	30.0	6.9
High-work-rate cities of 100,000 or more:						
Washington, D. C.....	45.3	20.6	61.1	56.5	39.6	10.4
Fall River, Mass.....	43.1	43.6	77.4	53.8	27.0	4.8
Richmond, Va.....	42.5	26.4	63.3	52.8	32.1	9.3
Atlanta, Ga.....	42.2	25.7	56.3	51.6	33.8	8.8
New Bedford, Mass.....	40.5	36.0	75.2	52.3	27.6	4.7
Dallas, Tex.....	39.3	24.1	52.9	48.0	31.8	6.7
Tampa, Fla.....	40.4	19.4	53.3	52.1	34.7	9.0
Nashville, Tenn.....	36.9	20.5	51.0	46.9	30.7	5.8
Miami, Fla.....	38.5	23.8	55.1	47.8	29.2	8.2
Providence, R. I.....	37.1	33.3	70.6	43.2	27.6	8.6
Bridgeport, Conn.....	37.2	33.1	69.4	43.6	24.2	6.9
Estimated potential work rates (preliminary).....		35.0	70.0	53.0	33.0	8.5

1940 and the date of the estimated peak. This estimate has to be adjusted for migration, natural increase, and the aging of the population during the period between April 1940 and the date of the peak. These adjustments have to be made on the basis of local information.

Until information on the marital and parental status of women in given areas is available, the procedure described above should provide a rapid method of estimating the potential increase. Its usefulness is enhanced by the fact that the necessary data for its application are available for all cities of 100,000 or more in Bureau of the Census releases and bulletins. Age distributions of the female population appear in the second series, population bulletins, which have been issued for each State. Age distributions of the female labor force for States and cities of 100,000 or more appear in a series of releases based on the third series, population bulletins, which are now being issued for each State.

In applying this procedure, it must be clearly understood that the following assumptions underlie the method: that there is a general male labor shortage in the area which causes employers to hire women insofar as possible; that the industries of the area are of a nature which permits the employment of women in occupations suitable for them; and that extensive provisions will be necessary for the care of children of working mothers.

¹ The estimated potential work rates shown in the accompanying table are preliminary. By September 1942 the Bureau of the Census will have published labor-force data for most cities of 100,000 or over in greater detail than are at present available. Potential work rates for these more detailed age groups will be presented in an early issue of the Bulletin.

Contribution Rates For Minnesota Employers, 1941 and 1942*

An analysis has been made of changes in the 1941 and 1942 contribution rates of 26,987 Minnesota employers to whom the experience-rating provisions of the State law have applied in both years. The formula for rate modification was the same in both years, but 1942 rates were based on employers' experience during the period July 1938-June 1941, while 1941 rates had been based on experience during the period 1938-40. Employers were assigned 1 of 13 contribution rates ranging from 0.5 to 3.25 percent. The total pay roll in the State is equally distributed among the 13 rates, except that the pay roll taxed at the 3.25 percent rate is twice that at any other. Since these matched accounts represent nearly all employers in the State, the relationships found for them may be assumed to prevail for all Minnesota employers.

The number of employers who received the minimum and maximum rates increased in 1942, while all the intermediate rates, especially the 1.75-percent rate, showed a lower number of accounts than in 1941. A small number of employers with very large pay rolls moved into the 1.75-percent class, while a comparatively large number of small firms moved out of this group.

More than 90 percent of the accounts receiving either the 0.5 or the 3.25-percent rate in 1941 were subject to the same rate in 1942 (table 1). The rates of employers at the extremes could, of course, be modified in only one direction, while all others could move either up or down. Employers with small pay rolls were concentrated in the lowest or the highest classes, since they were most likely to have had either no charges against their accounts or a great many in relation to pay roll. While large firms in Minnesota had a tendency not to receive either the minimum or the maximum rate, small firms in industries such as construction were doubly exposed to a high contribution rate because of the inherent irregularity of their operations. Although about 70 percent of all accounts retained their 1941 rates the following year, only about 7 percent of the 1.75-percent and 2.75-percent groups and 9 percent of the 2.5-

percent group remained unchanged. In all three groups the percentage with higher rates in 1942 was far above the average for all accounts.

Rate stability varied greatly for different size-of-pay-roll groups. An almost perfect inverse correlation existed between the size of the firm's pay roll and its retention of the 1941 rate in 1942; only 26 percent of the firms with pay rolls of \$1 million or more obtained the same rate in 1942, compared with 77 percent of the under-\$3,000 group. The fact that small employers tend to

Table 1.—Comparison of contribution rates received by identical Minnesota employers, 1941 and 1942

1941 rate	Number of employers with specified rate in 1941	Percent with same rate in 1942	Percent with higher rate in 1942	Percent with lower rate in 1942
All accounts.....	26,987	70.1	20.5	9.4
All unrated accounts ¹	8,029	88.1	5.3	6.6
All rated accounts.....	18,958	62.5	26.9	10.6
0.5.....	6,502	91.0	9.0	.....
.75.....	935	46.8	33.9	19.3
1.0.....	697	30.6	46.9	22.5
1.25.....	490	17.6	58.0	24.5
1.5.....	872	18.7	56.8	24.5
1.75.....	707	7.2	66.8	26.0
2.0.....	627	12.0	65.1	23.0
2.25.....	582	10.5	62.9	26.6
2.5.....	550	8.9	70.9	20.2
2.75.....	1,034	7.4	74.2	18.5
3.0.....	1,376	21.8	62.3	15.8
3.25.....	4,886	91.7	.....	8.3

¹ Represents all employers not eligible for rate modification. Such employers are the only ones subject to the 2.7 rate.

have the extreme rates and large employers the intermediate rates may explain these variations in rate stability.

The relationship of the modified rates to industry groups was also analyzed. The average rate for all firms (with no weighting for size of pay roll) was 1.74 percent, but this rate was considerably lower than the average for construction and manufacturing employers. As in most other States, lower-than-average rates were found in service, finance, and trade.

Stability of rates during the 2 years was greatest among firms in the construction and miscellaneous industries, while increased rates occurred most frequently in transportation, trade, and manufacturing. Lower rates were obtained by a larger proportion of employers in manufacturing, trans-

*Summarized from a study by the Research and Statistics Unit, Minnesota Division of Employment and Security.

portation, and trade than in the remaining industry divisions. The data suggest that the instability of rates for given industry groups results in modification of rates in both directions, although the general tendency was toward higher rates in

1942. The greatest instability of rates occurred among the industry divisions with intermediate contribution rates in 1941, since the employers with either of the extreme rates were likely to maintain them from year to year.

Railroad Unemployment Insurance *

A widespread impression exists that each additional person put to work means one less recipient of unemployment insurance. However, the steady rise of employment on railroads in recent months has not resulted in an equivalent decline in claims for unemployment insurance. According to the Interstate Commerce Commission, employment increased by 102,000 from February to May, but claims for unemployment insurance filed by railroad workers declined in the same period by only 53,300. Furthermore, since two claims must be filed to cover 1 month of unemployment, the decline in claims would have covered 26,650 man-months of unemployment at most. On the basis of a 12-month comparison, the differences are even greater. The increase in employment in the year ending May 1942 was 145,000, while the number of claims decreased only 31,400, which would have covered not more than 15,700 man-months.

There are a number of reasons why unemployment

insurance claims do not decline as rapidly as employment rises. The primary reason may be summed up as irregularity of employment with respect to both time and place. The irregularity which brings about the greatest number of claims for unemployment insurance is that resulting from the drop in maintenance-of-way work because of winter weather. Also contributing to irregularity of employment are the influences of the seasons on railroad traffic affecting such items as iron ore, coal, and agricultural products; pre-Christmas freight; and passenger traffic. Other factors affecting the relationship between reemployment and unemployment insurance claims include the influx of new workers who had not been previously employed in the railroad industry and employment in other industries of workers laid off by railroads.

Employment on class I steam railroads increased 30,000 from mid-April to mid-May. The increase was somewhat greater than that which usually occurs at this season. Three-fourths of it was accounted for by maintenance-of-way employees. The additional employees engaged in maintenance

*Prepared by the Office of Director of Research, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

Table 1.—Railroad unemployment insurance: Applications for certificate of benefit rights, claims received, and benefit payments certified, by specified period, 1941-42 and 1940-41

Period	1941-42				1940-41			
	Applications	Claims	Benefit payments		Applications	Claims	Benefit payments	
			Number	Amount			Number	Amount
July-May.....	88,819	507,053	¹ 439,648	¹ \$8,701,139	178,778	1,226,622	¹ 974,090	¹ \$17,222,181
May.....	1,126	17,363	14,717	296,621	2,141	48,724	40,420	740,346
1st week.....	279	5,410	4,665	92,933	607	15,610	13,084	249,178
2d week.....	248	4,557	3,862	75,782	579	14,106	11,930	215,650
3d week.....	318	4,045	3,324	69,805	497	11,239	8,834	156,883
4th week.....	281	3,351	2,866	58,101	368	7,769	6,572	118,635
Weekly averages:								
July.....	3,838	6,464	4,683	83,843	8,788	22,950	11,092	159,643
August.....	1,315	7,499	6,175	129,947	4,138	24,240	15,240	222,651
September.....	986	7,230	6,413	140,457	2,809	22,721	16,584	247,928
October.....	1,194	7,378	6,391	138,776	2,813	19,596	14,190	210,388
November.....	2,659	8,760	7,280	152,363	7,622	23,298	11,483	173,494
December.....	4,594	13,267	11,180	² 204,195	6,157	34,401	30,037	556,150
January.....	2,966	19,206	17,147	325,842	2,885	39,753	39,362	754,649
February.....	1,154	17,661	16,406	² 332,201	1,464	33,325	31,448	614,284
March.....	636	15,721	14,550	293,933	931	29,255	27,760	539,420
April.....	357	9,975	8,812	165,664	1,851	20,558	18,089	329,462
May.....	282	4,341	3,679	74,155	535	12,181	10,105	185,037

¹ Net figures, corrected for underpayments and recovery of overpayments.

² Revised.

of equipment and stores, train-and-engine service, and professional and clerical work also numbered in the thousands. Although the rise in employment was Nation-wide, the greatest proportional rises occurred in New England and the northern tier of States west of the Great Lakes. It was in those regions that the greatest relative increases took place in maintenance-of-way employees. Employment in train-and-engine service gained more than in maintenance of way in the States south of the Ohio River and east of the Mississippi.

Claims for unemployment compensation.—Railroad workers filed only 17,400 claims for unemployment insurance in May (table 1). The number of claims processed was 18,700. Some 1,050 were adjudicated a second time, mainly because the claimant had been previously disqualified through failure to submit the required proof of availability for work. About 14,700, or 79 percent of the claims processed, were certified for payment. Only 6.1 percent of the payments were made to workers who had not previously received railroad unemployment compensation in the benefit year ending June 30, 1942.

Unemployment benefits.—Benefits certified during the 5 weeks of April amounted to \$828,000;

in the 4 weeks of May, only \$297,000. Yet the average sum paid to workers receiving their initial benefits in May was \$16.88, the highest during the current benefit year, and the average benefit paid on subsequent claims was \$20.38. The decline in the total amount of benefits paid, accompanied by a significant increase in the average daily benefit rate, reflected the fact that unemployment benefits had ceased for tens of thousands of low-paid track laborers who had returned to work.

The average benefit for workers registering unemployment for the first time since last June increased from \$16.33 in April to \$16.88 in May (table 2). The highest average, \$19.02, recorded in the Rocky Mountain area, represented an increase of \$2.22 from the average for April and \$4.27 from the average for the present benefit year. The next highest average for May—\$18.27—was for the New England and Central Atlantic States. That represented a considerable increase over the average of \$14.89 so far this year for this district. The lowest average for benefits was paid in the Dakotas and Minnesota area, where they averaged \$14.84.

Although the average benefit for workers who had previously received unemployment compen-

Table 2.—Railroad unemployment insurance: Number of benefit certifications, average benefit, and average number of compensable days in benefit year 1941-42, by specified period, July 1941-May 1942¹

Type of certification and period	All certifications				Certifications with 14 days of unemployment			Certifications with 8-13 days of unemployment				Certifications with 5-7 days of unemployment			
	Number	Average benefit payment	Average daily benefit	Average number of compensable days	Percent of all certifications	Average benefit payment	Average daily benefit	Percent of all certifications	Average benefit payment	Average daily benefit	Average number of compensable days	Percent of all certifications	Average benefit payment	Average daily benefit	Average number of compensable days
Certifications for first registration period:²															
July 19-Aug. 1, 1941.....	8,989	\$15.94	\$2.64	6.03	68.7	\$18.48	\$2.64	31.3	\$10.34	\$2.65	3.90	-----	-----	-----	-----
Aug. 2-29.....	5,877	14.24	2.55	5.57	60.4	17.92	2.56	39.6	8.65	2.53	3.42	-----	-----	-----	-----
Aug. 30-Sept. 26.....	3,465	14.45	2.58	5.60	58.3	17.99	2.57	41.7	9.80	2.61	3.64	-----	-----	-----	-----
Sept. 27-Oct. 31.....	4,149	14.48	2.54	5.69	61.9	17.92	2.56	38.1	8.91	2.51	3.55	-----	-----	-----	-----
Nov. 1-28.....	5,042	13.90	2.35	5.93	67.4	16.40	2.34	32.6	8.73	2.36	3.70	-----	-----	-----	-----
Nov. 29, 1941-Jan. 2, 1942.....	16,488	14.39	2.35	6.13	72.5	16.36	2.34	27.5	9.22	2.40	3.84	-----	-----	-----	-----
Jan. 3-30.....	15,512	14.06	2.57	5.47	61.3	17.57	2.51	38.7	8.51	2.79	3.05	-----	-----	-----	-----
Jan. 31-Feb. 27.....	* 6,183	14.56	2.51	5.80	63.1	17.36	2.48	36.9	9.78	2.62	3.74	-----	-----	-----	-----
Feb. 28-Mar. 27.....	3,016	15.29	2.68	5.71	61.2	18.90	2.70	38.8	9.57	2.60	3.68	-----	-----	-----	-----
Mar. 28-May 1.....	2,048	16.33	2.82	5.79	60.6	19.81	2.83	39.4	10.94	2.79	3.92	-----	-----	-----	-----
May 2-29.....	900	16.88	2.92	5.78	67.6	20.27	2.90	32.4	9.82	3.03	3.24	-----	-----	-----	-----
Certifications for subsequent registration periods:²															
July 19-Aug. 1, 1941.....	1,421	22.55	2.44	9.26	80.7	24.50	2.45	15.4	16.47	2.32	7.10	3.9	\$5.15	\$2.32	2.22
Aug. 2-29.....	18,156	23.36	2.66	8.79	71.8	26.90	2.69	22.0	17.18	2.55	6.79	6.2	4.93	2.50	1.99
Aug. 30-Sept. 26.....	21,671	22.91	2.64	8.66	69.6	26.77	2.68	22.9	16.82	2.52	6.69	7.5	5.08	2.49	2.04
Sept. 27-Oct. 31.....	27,617	22.82	2.64	8.63	67.6	26.85	2.68	25.2	17.23	2.53	6.81	7.2	5.13	2.55	2.01
Nov. 1-28.....	23,941	22.44	2.60	8.63	68.3	26.19	2.62	24.5	16.98	2.52	6.73	7.2	5.46	2.55	2.14
Nov. 29, 1941-Jan. 2, 1942.....	39,338	19.89	2.42	8.26	62.5	23.80	2.38	36.3	16.36	2.46	6.65	11.2	6.32	2.69	2.35
Jan. 3-30.....	52,982	20.45	2.35	8.70	69.7	23.37	2.34	23.5	16.13	2.39	6.74	6.8	5.35	2.54	2.11
Jan. 31-Feb. 27.....	59,326	20.84	2.36	8.84	71.6	23.48	2.35	22.5	16.50	2.40	6.89	5.9	5.21	2.49	2.09
Feb. 28-Mar. 27.....	55,125	20.47	2.37	8.64	68.4	23.60	2.36	24.1	16.37	2.39	6.85	7.5	5.14	2.46	2.09
Mar. 28-May 1.....	41,877	18.89	2.41	7.84	55.7	24.23	2.42	30.3	15.96	2.41	6.47	14.0	5.21	2.38	2.19
May 2-29.....	13,800	20.38	2.66	7.66	51.9	27.35	2.74	33.0	16.18	2.50	6.47	15.1	5.59	2.54	2.21

¹ Data based on 33.3-percent sample, except number of certifications and average benefit per certification.

² Benefits are payable for each day of unemployment in excess of 7 for first registration period and in excess of 4 for subsequent registration periods.
³ Revised.

sation increased from \$18.89 in April to \$20.38 in May, it was nevertheless smaller than the average paid out thus far in the current benefit year. The regional differences in these averages were more marked than were those for workers receiving their first benefit payments. The lowest average payment was \$16.63; the highest, \$25.51. As in the case of the average of initial payments, the payments for subsequent periods of unemployment averaged lowest in the Dakotas and Minnesota area. The highest average payment for subsequent periods occurred in the California area.

Unemployment insurance accounts were opened for 916 railroad workers during May, while 1,135 workers exhausted their benefits for the fiscal year. The number of accounts current as of May 29 was 63,307.

Applications for certificate of benefit rights.—Most of the workers who filed claims for unemployment insurance during the month had been unemployed previously in this benefit year. Those who were unemployed for the first time or who had not requested benefits were required to make applications for certificate of benefit rights. Only 1,100 applications were made in May. The return of spring tends to reduce the number of applications received by the Board. Warmer weather permits the resumption of repair work on buildings, bridges, and roadbeds. Moreover, railroad traffic had increased so much this spring that reemployment in maintenance of way and structures has been greater than for some years past.

The fact that nearly 88,000 workers had previously filed applications also contributed to the low level of applications in May. In May of last

year the number of applications declined to 7.0 percent of the number in the highest winter month of 1940-41; the comparable figure for this year is 4.9 percent. A further decline is expected in June. Certificates of benefit rights issued in May numbered 30 less than applications. By the end of May, 86,443 employees had received certificates for the current benefit year; 1,846 applications were denied mainly because total 1940 wages were less than \$150.

Employment service.—Placement operations increased substantially during May, and 13,398 openings were reported. Of these, more than 95 percent were with railroad employers. At the same time, 4,403 previously reported openings were canceled in May primarily because qualified personnel were not available.

During the month, 15,635 workers were referred to employers, and 8,802 were placed. The average number of placements per week was 2,200, compared with 1,700 in April. About 450 workers received temporary jobs which were expected to last less than a month. The U. S. Employment Service and the WPA Division of Reemployment and Training cooperated in 1,688 placements.

The placements made were largely in seasonal occupations. The majority of the reemployed workers were track laborers placed from the rolls of the Kansas City, Dallas, and Chicago offices of the Railroad Retirement Board. About three-fourths of the placements were track laborers. In addition, jobs were obtained for 1,046 other laborers, 172 clerical workers, 105 brakemen and switchmen, 437 baggage and freight handlers, and 153 maintenance-of-equipment workers.

OLD-AGE AND SURVIVORS INSURANCE

BUREAU OF OLD-AGE AND SURVIVORS INSURANCE • ANALYSIS DIVISION

Operations Under the Social Security Act

Monthly Benefits in Force and Payments Certified, May 1942

The continuing excess of awards over terminations for all types of benefits brought the total number in force at the end of May to 579,000 (table 1), an increase of 17,900 over those in force at the end of April. The total amount of benefits in force rose to \$10.5 million.

More than one-fifth of the increase in the number in force was accounted for by the increase in benefits in conditional-payment status. For the first time since the beginning of the old-age and survivors insurance program, more than 10 percent of all benefits in force were in conditional-payment status.

The 3,800 additional suspensions were almost entirely responsible for the increase in the number in conditional-payment status. Frozen benefits, the other subdivision of benefits in conditional-

payment status, continued to remain relatively constant as an absolute number and to decline as a proportion of all benefits in force. Wage earners file claims to freeze their benefits because they expect to receive or are already receiving wages lower than their previous average wage. Since the great majority of benefits in frozen status are primary and wife's benefits, it is to be expected that the proportion of benefits in this status would decrease as wage rates rise. Suspensions, on the other hand, increase as a proportion of the whole when opportunities for employment are increasing, because most suspensions result from the employment of either the beneficiary or the primary beneficiary on whose wages the claim is based.

The number of benefits in deferred-payment status continued to decrease as a proportion of all benefits in force and during May also decreased slightly as an absolute figure. Deferred

Table 1.—Number and amount of monthly benefits in force¹ in each payment status² and actions effected during the month, by type of benefit, May 1942

[Current month's data corrected to June 24, 1942]

Status of benefit and action	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of Apr. 30, 1942	561,510	\$10,205,256	263,649	\$6,006,238	73,852	\$892,134	145,662	\$1,774,041	19,636	\$396,911	56,686	\$1,105,713	2,325	\$30,219
Current-payment status	502,519	9,059,043	227,580	5,189,254	65,586	797,403	138,639	1,693,606	19,405	391,674	48,994	957,010	2,315	30,096
Deferred-payment status	4,415	84,377	3,110	66,674	626	7,073	321	3,692	112	2,617	242	4,276	4	45
Conditional-payment status	54,576	1,061,836	32,959	750,310	7,340	87,658	6,702	76,743	119	2,620	7,450	144,427	6	78
Suspensions ³	40,256	749,892	24,326	524,747	5,153	58,283	5,412	61,387	70	1,486	8,289	103,911	6	78
Frozen benefits ⁴	14,320	311,944	8,633	225,563	2,187	29,375	1,290	15,356	49	1,134	2,161	40,516	0	0
Actions during May 1942:														
Benefits awarded	21,869	396,190	8,858	209,324	2,852	35,357	6,322	77,156	1,151	22,911	2,580	50,056	106	1,386
Entitlements terminated ⁵	3,932	70,318	1,437	33,963	697	8,586	1,105	14,172	68	1,380	609	11,979	16	238
Net adjustments ⁶	1	1,231	7	495	-1	44	-6	404	-1	-3	2	287	0	4
In force as of May 31, 1942	579,448	10,532,359	271,077	6,182,094	75,706	918,949	150,873	1,837,429	20,718	418,439	58,659	1,144,077	2,415	31,371
Current-payment status	516,478	9,313,329	232,746	5,316,169	67,129	817,565	143,305	1,750,619	20,489	413,195	50,406	984,569	2,403	31,221
Deferred-payment status	4,309	82,445	2,980	64,527	608	6,834	358	4,021	109	2,570	250	4,448	4	45
Conditional-payment status	58,661	1,136,585	35,351	801,407	7,969	94,550	7,210	82,789	120	2,674	8,003	155,060	8	105
Suspensions ³	44,105	818,926	26,668	573,501	5,758	64,792	5,872	66,699	67	1,479	8,732	112,350	8	105
Frozen benefits ⁴	14,556	317,659	8,683	227,906	2,211	29,758	1,338	16,090	53	1,195	2,271	42,710	0	0

¹ Represents total benefits awarded after adjustment for subsequent changes in number and amount of benefits (see footnote 6) and terminations (see footnote 5), cumulative from January 1940, when monthly benefits were first payable.

² Benefit in current-payment status is subject to no deduction from current month's benefit or only to deduction of fixed amount which is less than current month's benefit; benefit in deferred-payment status is subject to deduction of fixed amount which equals or exceeds current month's benefit; benefit in conditional-payment status is subject to deduction of entire benefit for current and each subsequent month for indefinite period.

³ Represents benefits which have previously been in current or deferred-payment status.

⁴ Represents benefits which have never been in current or deferred-payment status.

⁵ Terminations may be for following reasons: primary benefit—beneficiary's death; wife's benefit—beneficiary's death, death of husband, divorce, or entitlement of beneficiary to equal or larger primary benefit; child's benefit—beneficiary's death, marriage, adoption, or attainment of age 18; widow's benefit—beneficiary's death, remarriage, or entitlement to equal or larger primary benefit; widow's current benefit—beneficiary's death, remarriage, entitlement to widow's benefit or to equal or larger primary benefit, or termination of entitlement of last entitled child; parent's benefit—beneficiary's death, marriage, or entitlement to equal or larger monthly benefit.

⁶ Adjustments in amount of monthly benefit may result from entitlement of an additional beneficiary or termination of entitlement of an existing beneficiary when maximum provisions of sec. 203 (a) of the 1939 amendments are effective or from termination of entitlement of an existing beneficiary when minimum provision of sec. 203 (b) consequently becomes effective; adjustments in number or amount may also result from actions not otherwise classified.

Table 2.—Average amount of monthly benefits in force, by type of benefit and payment status, May 31, 1942¹

[Corrected to June 24, 1942]

Type of benefit	Total in force	Payment status			
		Current	Deferred	Conditional	
				Suspensions	Frozen benefits
Primary	\$22.81	\$22.84	\$21.65	\$21.51	\$26.25
Wife's	12.14	12.18	11.24	11.25	13.46
Child's	12.18	12.22	11.23	11.36	12.03
Widow's	20.20	20.17	23.58	22.07	22.55
Widow's current	19.50	19.53	17.79	19.60	18.81
Parent's	12.99	12.99	11.25	13.12	0

¹ See footnotes to table 1.

benefits result primarily from deductions due to lump-sum payments made under the 1935 act and from deductions of the amount of payment made for months when deductions should have been made. The number of deductions resulting from lump-sum payments will continue to decrease. Improved interviewing techniques and other administrative safeguards should also reduce the relative number of payments made because a beneficiary failed to report a circumstance which would cause a deduction.

The average amount of monthly benefits in

Table 3.—Monthly benefits and lump-sum death payments certified, by type of payment, May 1942 and cumulative, January–May 1942

Type of payment	May				Total amount certified January-May 1942
	Number of beneficiaries ¹	Amount certified	Percentage distribution		
			Beneficiaries	Amount	
Monthly benefits ²	524,693	\$9,856,306	100.0	100.0	\$46,587,910
Primary	238,044	5,569,667	45.4	56.5	26,469,354
Supplementary	78,757	974,054	15.0	9.9	4,632,004
Wife's	68,549	861,356	13.1	8.8	4,082,075
Child's	10,208	112,698	1.9	1.1	540,929
Survivor's	207,892	3,312,585	39.6	33.6	15,486,552
Widow's	20,201	437,814	3.8	4.4	1,974,802
Widow's current	51,173	1,082,800	9.7	11.0	5,131,592
Child's	134,139	1,757,115	25.6	17.8	8,217,919
Parent's	2,379	34,856	.5	.4	162,239
Lump-sum death payments	49,003	1,238,814	-----	-----	6,378,769
Under 1939 amendments ³	8,833	1,231,145	-----	-----	6,335,348
Under 1935 act ⁴	170	7,669	-----	-----	43,421

¹ Differs from number in current-payment status, which takes account of changes in status effective after certification.

² Distribution by type of benefit estimated. Estimates revised February 1942.

³ Includes retroactive payments.

⁴ Represents number of deceased workers on whose wages payments were based.

⁵ Payable with respect to workers who died after Dec. 31, 1939, in cases in which no survivor could be entitled to monthly benefits for month in which worker died.

⁶ Payable with respect to workers who died prior to Jan. 1, 1940.

force (table 2) usually shows little change from month to month. There were slight increases during May in the average amounts of primary and wife's benefits in force; other types either remained the same or decreased slightly.

During May the annual rate of certifications rose to nearly \$120 million. More than half the amount certified was for primary benefits (table 3). Certifications for all types of survivors' benefits accounted for one-third of the total amount and two-fifths of the number certified.

Applicants for Account Numbers, First Quarter, 1942

During the first quarter of 1942, more than 1.2 million employee accounts were established (table 4), 9.3 percent less than during the corresponding quarter of last year and 13.7 percent less than during the fourth quarter of 1941. Accounts established by the end of March 1942 totaled 61.7 million. It is estimated that, after adjustments are made for deaths and persons with more than one account number, 57.6 million individuals 14 years of age and over held account numbers at the end of March 1942.

Account-number holders have formed an increasingly large part of the population. As of January 1, 1941, they constituted 49.1 percent of the total number of persons aged 14 years and over as estimated on the basis of census data; a year later, 54.4 percent; and on March 31, 1942, 55.4 percent. The proportion of account-number holders is, of course, much higher in relation to the population 20 and over, or to the population

Table 4.—Total applicants for account numbers in 1940, 1941, and first quarter 1942, and estimated number of account-number holders at end of each period

Period	Applicants for account numbers		Estimated number of account-number holders 14 years and over as of end of period ¹	
	Total during period	Cumulative total as of end of period	Number	Percent of estimated total population 14 years and over ²
1940	5,181,709	53,700,109	50,400,000	49.1
1941	6,677,584	60,467,783	56,500,000	54.4
January–March 1942	1,215,917	61,683,700	57,600,000	55.4

¹ Estimated by adjusting the cumulative total of accounts established for duplications as well as for death; includes Alaska and Hawaii.

² Population 14 years of age and over estimated on basis of census data; includes Alaska and Hawaii.

³ Excludes 317 applicants whose sex and/or race are unknown.

Table 5.—Distribution of applicants for account numbers by sex, race, and age group, by quarter, January 1940–March 1942

Year and quarter	Total	Sex				Race				Age group			
		Male		Female		White ¹		Negro		Under 20 years		20 years and over ²	
		Number	Percent of total	Number	Percent of total	Number	Percent of total	Number	Percent of total	Number	Percent of total	Number	Percent of total
1940 total	5,226,688	3,080,032	58.9	2,146,656	41.1	4,596,351	87.9	630,337	12.1	2,137,542	40.9	3,089,146	59.1
January–March	1,125,165	695,279	61.8	429,886	38.2	981,254	87.2	143,911	12.8	321,584	28.6	803,581	71.4
April–June	1,133,420	673,716	59.4	459,704	40.6	1,007,271	88.9	126,149	11.1	502,971	44.4	630,449	55.6
July–September	1,471,715	852,820	57.9	618,895	42.1	1,287,239	87.5	184,476	12.5	697,724	47.4	773,991	52.6
October–December	1,496,388	858,217	57.4	638,171	42.6	1,320,587	88.3	175,801	11.7	615,263	41.1	881,125	58.9
1941 total	6,677,584	3,701,467	55.4	2,976,117	44.6	5,890,916	88.2	786,668	11.8	3,174,241	47.5	3,503,343	52.5
January–March	1,340,974	830,949	62.0	510,025	38.0	1,166,491	87.0	174,483	13.0	479,266	35.7	861,708	64.3
April–June	1,859,862	1,042,505	56.1	817,357	43.9	1,680,426	90.4	179,436	9.6	1,022,740	55.0	837,122	45.0
July–September	2,067,425	1,151,152	55.7	916,273	44.3	1,797,941	87.0	269,484	13.0	1,034,988	50.1	1,032,437	49.9
October–December	1,409,323	676,861	48.0	732,462	52.0	1,246,058	88.4	163,265	11.6	637,247	45.2	772,076	54.8
1942													
January–March	1,215,917	634,255	52.2	581,662	47.8	1,071,400	88.1	144,517	11.9	466,993	38.4	748,924	61.6

¹ Represents all races other than Negro.
² Includes a small number for whom data are not known.

³ Because of recording and tabulating procedures, total differs slightly from corresponding total in table 4.

⁴ Excludes 317 applicants whose sex and/or race are unknown.

exclusive of those not in the labor force, such as housewives and persons not able to work.

Distribution by sex and race.—Despite the 9.3-percent decrease in the total number of accounts established during the first quarter of 1942, the number of accounts established for women was 14 percent greater than in the first quarter of 1941, when women constituted 38 percent of all applicants for account numbers. In the first quarter of 1942 the proportion of women had risen to 48 percent (table 5), the highest percentage for the first quarter of any year.

The number of both white and Negro appli-

cants declined as compared with the first 3 months of 1941. The decrease for Negroes was 17.2 percent, and for white applicants 8.2 percent. The greater reduction for the former, however, is not necessarily the result of a decline in job opportunities for Negro workers as compared with white workers, since preliminary data show that, in proportion to population, relatively more Negro than white men obtained social security cards during the first 3 years of the program.

Distribution by age.—Account-number data indicate that not only women but also young persons are taking a greater part in the civilian war effort.

Table 6.—Distribution of applicants for account numbers by sex, race, and age group, January–March 1942

Age group	Total			Male			Female		
	Total	White ¹	Negro	Total	White ¹	Negro	Total	White ¹	Negro
Total	1,215,917	1,071,400	144,517	634,255	554,119	80,136	581,662	517,281	64,381
Under 15	12,970	11,017	1,953	11,849	9,988	1,861	1,121	1,029	92
15–19	454,023	412,408	41,615	272,675	241,778	30,897	181,348	170,630	10,718
20–24	158,839	130,100	28,739	63,997	51,041	12,956	94,842	79,059	15,783
25–29	91,212	73,909	17,303	30,444	24,640	5,804	60,768	49,269	11,499
30–34	95,390	81,336	14,054	36,503	31,421	5,082	58,887	49,915	8,972
35–39	97,021	85,064	11,957	39,479	34,457	5,022	57,542	50,607	6,935
40–44	87,539	78,015	9,524	39,376	34,663	4,713	48,163	43,352	4,811
45–49	74,735	67,329	7,406	40,010	35,346	4,664	34,725	31,983	2,742
50–54	56,467	51,600	4,867	33,813	30,455	3,358	22,654	21,145	1,509
55–59	39,078	35,908	3,170	26,461	24,047	2,414	12,617	11,861	756
60–64	25,067	23,212	1,855	19,060	17,540	1,520	6,007	5,672	335
65–69	13,962	12,642	1,320	11,823	10,658	1,165	2,139	1,984	155
70 and over	9,493	8,810	683	8,684	8,049	635	809	761	48
Unknown	121	50	71	81	36	45	40	14	26

¹ Represents all races other than Negro.

Applicants under age 20 comprised 28.6 percent of the total receiving account numbers in the first quarter of 1940, 35.7 percent in the first quarter of 1941, and 38.4 percent in the first quarter of 1942 (table 5). The rise in the first quarter of this year was due entirely to the exceptionally large increase in the number of accounts established for persons under age 18. A 24-percent decrease in accounts established for persons aged 18 and 19 in the first quarter of 1942 as compared with the same quarter of 1941 indicates that a large proportion of workers now 18 and 19 years of age had already been absorbed into the labor market. The decrease in the number of these applicants, however, was more than offset by the 32-percent increase in the number of accounts established for persons under 18.

Age	January-March		Percentage change
	1942	1941	
Total under 20.....	466,993	479,266	-2.6
Under 15.....	12,970	6,676	+94.3
15.....	27,507	13,087	+110.2
16.....	74,902	46,793	+60.1
17.....	129,055	118,188	+9.2
18.....	121,933	148,138	-17.7
19.....	100,626	146,384	-31.3

This heavy influx of young applicants reflects the relaxation of legal working-age requirements in response to the growing demand for the services of young persons as unskilled workers.

Significant tendencies are also apparent from an analysis of the number of accounts established for workers aged 20 and over (table 6). Although there were 14 percent more accounts established for women in the first quarter of 1942 than in the first quarter of 1941, there were 24 percent more for women aged 25-44, the group which consists mostly of housewives and women in noncovered jobs.

While the number of accounts set up for men decreased 24 percent from the first quarter of 1941, the accounts established for men aged 20-44 decreased 42 percent. It may be assumed that the applicants in this age group had been employed in noncovered work, since it is estimated on the basis of census data that practically all men aged 20-44 were gainfully employed at some time during the year. The decline in the number of applications from this group indicates that the number of male workers in noncovered employ-

ment without an account number is decreasing.

The number of accounts established for workers aged 60 and over was practically the same in the first quarter of 1941 as in the first quarter of 1942. About 25,000 were established for those aged 60-64 and 23,000 for those 65 and over.

Distribution by State.—Although the total number of accounts established for persons throughout the United States was smaller in the first quarter

Table 7.—Applicants for account numbers, by State, January-March 1942 and January-March 1941

Social Security Board region and State	January-March		Percentage change
	1942	1941	
Total.....	1,215,917	1,340,974	-9.3
Region I:			
Connecticut.....	19,067	19,799	-3.7
Maine.....	8,073	7,023	+15.0
Massachusetts.....	36,726	47,978	-23.5
New Hampshire.....	4,274	3,962	+7.9
Rhode Island.....	6,815	7,958	-14.4
Vermont.....	2,867	2,362	+21.4
Region II:			
New York.....	135,979	124,299	+9.4
Region III:			
Delaware.....	2,474	2,741	-9.7
New Jersey.....	38,149	34,941	+9.2
Pennsylvania.....	89,619	79,847	+12.2
Region IV:			
District of Columbia.....	10,507	8,508	+23.5
Maryland.....	19,153	19,985	-4.2
North Carolina.....	31,193	63,271	-50.7
Virginia.....	28,865	41,916	-31.1
West Virginia.....	14,399	20,839	-30.9
Region V:			
Kentucky.....	23,309	37,116	-37.2
Michigan.....	41,157	51,351	-19.9
Ohio.....	57,311	62,268	-8.0
Region VI:			
Illinois.....	62,707	72,611	-13.6
Indiana.....	30,956	34,517	-10.3
Wisconsin.....	21,857	21,817	+2
Region VII:			
Alabama.....	29,748	36,964	-19.5
Florida.....	21,978	27,124	-19.0
Georgia.....	28,272	36,730	-23.0
Mississippi.....	15,382	17,213	-10.6
South Carolina.....	16,740	26,466	-36.7
Tennessee.....	30,780	48,512	-36.6
Region VIII:			
Iowa.....	17,876	17,177	+4.1
Minnesota.....	19,852	17,382	+14.2
Nebraska.....	9,115	8,933	+2.0
North Dakota.....	2,661	3,025	-12.0
South Dakota.....	3,363	3,284	+2.4
Region IX:			
Arkansas.....	23,926	19,694	+21.5
Kansas.....	15,507	15,717	-1.3
Missouri.....	39,721	43,270	-8.2
Oklahoma.....	22,841	15,646	+46.0
Region X:			
Louisiana.....	20,984	31,941	-34.3
New Mexico.....	4,149	5,994	-30.8
Texas.....	71,632	71,094	+8
Region XI:			
Arizona.....	5,675	5,738	-1.1
Colorado.....	9,725	9,070	+7.2
Idaho.....	3,507	3,587	-2.2
Montana.....	3,340	4,022	-17.0
Utah.....	4,829	3,317	+45.6
Wyoming.....	1,341	2,089	-35.8
Region XII:			
California.....	74,058	68,294	+8.4
Nevada.....	1,343	974	+37.9
Oregon.....	10,511	12,850	-18.2
Washington.....	17,188	14,439	+19.0
Territories:			
Alaska.....	525	510	+2.9
Hawaii.....	3,891	4,809	-19.1

of 1942 than in the first quarter of 1941, several States showed significant increases, presumably as a result of expanded industrial activity (table 7). The increase of 24 percent in the number registered in the District of Columbia reflects in part the entrance of many workers into covered employment, probably in many cases to fill jobs left by employees recruited by the Government.

Almost 36 percent of all account numbers were

issued to persons who registered in New York, Pennsylvania, Illinois, Texas, and California, all States with large populations. These five States accounted for 31 percent of all accounts established in the first quarter of 1941. These figures are consistent with the fact that almost one-third of the total value of war contracts in the United States during the period June 1940–April 1942 was allocated to firms in these five States.

Operations Under the Railroad Retirement Act *

A decrease in the number of employee annuitants on the rolls of the Railroad Retirement Board (table 1) occurred in May for the first time since the beginning of the retirement system. This decline was the result of administrative factors accompanying the Board's move to Chicago.

Benefit payments certified to the Treasury, which usually increase from month to month but had dropped slightly in April, declined again in May, from \$10.6 million to \$10.4 million. For the first 5 months of 1942, however, the total was \$52.8 million, 2.6 percent more than for the same months of 1941.

From the beginning of operations through the end of May, the Board has certified a total of \$546 million, representing payments on 160,000 employee annuities, 48,600 pensions, 3,300 survivor annuities, 6,400 death-benefit annuities, and 53,900 lump-sum death benefits.

* Prepared by the Office of the Director of Research, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

Applications for employee annuities totaled 1,301 in May, as compared with 1,424 in April. For the first 5 months of 1942, the total was 6,826, or 26 percent less than for the corresponding period of 1941. With improved employment conditions in the railroad industry, retirement on an annuity has become relatively less attractive than continuation in service.

The Board's removal to Chicago resulted in the smallest number—687—of new certifications of employee annuities since 1936. Partly as a result of the move, and partly because of the drop in applications, the monthly average of new certifications for the first 5 months of 1942 was only 1,155, compared with an average of 1,705 a year ago.

The 755 deaths among employee annuitants reported during May brought to 3,785 the total so far reported in 1942, 1.5 percent more than in the same period a year ago. Of the 160,000 annuitants certified by the end of May, 33,600 had died. Thus, about four out of five individuals for whom annuities have been certified since the

Table 1.—Railroad retirement: Number and amount of annuities and pensions in force and net benefit payments certified to the Secretary of the Treasury, by class of payment, May 1942 ¹

Period and administrative action	Total		Employee annuities		Pensions to former carrier pensioners		Survivor annuities		Death-benefit annuities ²	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of Apr. 30, 1942.....	157,340	\$10,054,162	125,489	\$8,269,858	28,267	\$1,666,204	3,011	\$97,221	573	\$20,878
During May 1942:										
Initial certifications.....	744	44,862	687	42,811	0	0	15	508	42	1,541
Terminations by death (deduct).....	1,137	69,597	753	49,068	296	17,394	7	249	79	2,885
In force as of May 31, 1942 ³	156,914	10,029,841	125,387	8,263,894	27,975	1,649,016	3,016	97,396	536	19,534
Total payments (net).....		\$10,449,134		8,446,066		1,622,061		99,320		25,769

¹ For definition of classes of payments, see the Bulletin, July 1939, p. 7. Except for total payments which are on calendar-month basis, data are based on month normally ended on 20th calendar day in which annuity or pension was first certified or terminated upon notice of death, or in which other administrative action was taken by the Board, rather than on month in which annuity or pension began to accrue, beneficiary died, or administrative action was effective. In-force payments as of end of month reflect administrative action through the 20th. Cents omitted.

² In a few cases, payments are made to more than 1 survivor on account of death of 1 individual; such payments are counted as single items. Terminations include those by death and by expiration of 12-month period for which death-benefit annuities are payable; nearly all terminations are of latter type.

³ After adjustments for recertifications, reinstatements, and terminations for reasons other than death (suspension, return to service, recovery from disability, commutation to lump-sum payments).

⁴ Includes \$255,916 for lump-sum death benefits.

beginning of operations are still on the rolls.

The excess of terminations over certifications resulted, after some minor adjustments, in a decrease of 102 in the number of employee annuities in force. At the end of May the number of annuities totaled 125,387, and the monthly amount payable was \$8.3 million; the average monthly payment was \$65.91. The average includes some annuities subject to recertification and will therefore be increased somewhat when these are recertified on a final basis.

No new pensions were certified during May, but there were 296 terminations on account of death. For 1942 to date, 1,499 reports of death were received, 21 percent less than a year ago. Although the number of deaths among pensioners has decreased almost steadily, the proportion tends to increase as the average age of pensioners on the rolls increases. During May, \$1.6 million was certified for the 27,975 pensions in force at the end of the month; the average monthly payment was \$58.95.

The number of survivor annuitants and death-benefit annuitants on the rolls remained about the same as in April. At the end of May the numbers were, respectively, 3,016 with an average monthly payment of \$32.29, and 536 with an average monthly payment of \$36.45.

The Board certified 849 lump-sum death benefits in May, bringing to 4,742 the total for the year, compared with 5,974 for the first 5 months of 1941. The average benefit certified for May was \$289.57, as compared with \$304.23 for April. Since the amount of this benefit is based on the total compensation credited to an employee after December 31, 1936, the average benefit tends to increase. A decrease sometimes results in a particular month, as it did in May, when claims certified in that month include a large proportion filed by relatively low-paid employees. For the first 5 months of 1942, the average benefit initially certified was \$293.98, or 26 percent more than in the same period last year.

SOCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS

Social Security and Other Income Payments to Individuals

Income payments to individuals, continuing the uninterrupted rise which started with July 1940, amounted to \$9.1 billion in May (table 1), an increase of 0.7 percent over April and of 22 percent over May 1941. The gain of \$65 million over the April total was due entirely to the increase in compensation of employees, since each of the other classifications decreased.

Compensation of employees amounted to \$6.2 billion, an increase of \$122 million or 2.0 percent over April. This increase is in line with the rise in employment as reported in the WPA monthly report of employment and unemployment. According to this survey, employment in May is estimated at 51.6 million, an increase of 1.8 percent over April. Since August 1941, the employ-

ment level has remained relatively stable, while compensation of employees has increased steadily. Indications are, therefore, that during this period the increase in compensation was due primarily to higher wage rates, longer working hours, and the shifting of many workers to jobs paying higher wages.

Entrepreneurial income, net rents, and royalties decreased 1.8 percent from April, but were still 29 percent above May 1941. While there was an increase of \$145 million in total payments of these types from January to May 1941, for the corresponding months of 1942 there was a decrease of \$6 million.

Dividends and interest decreased for the fifth successive month, and in May amounted to \$840

Chart 1.—Income payments in the continental United States, January 1929–May 1942

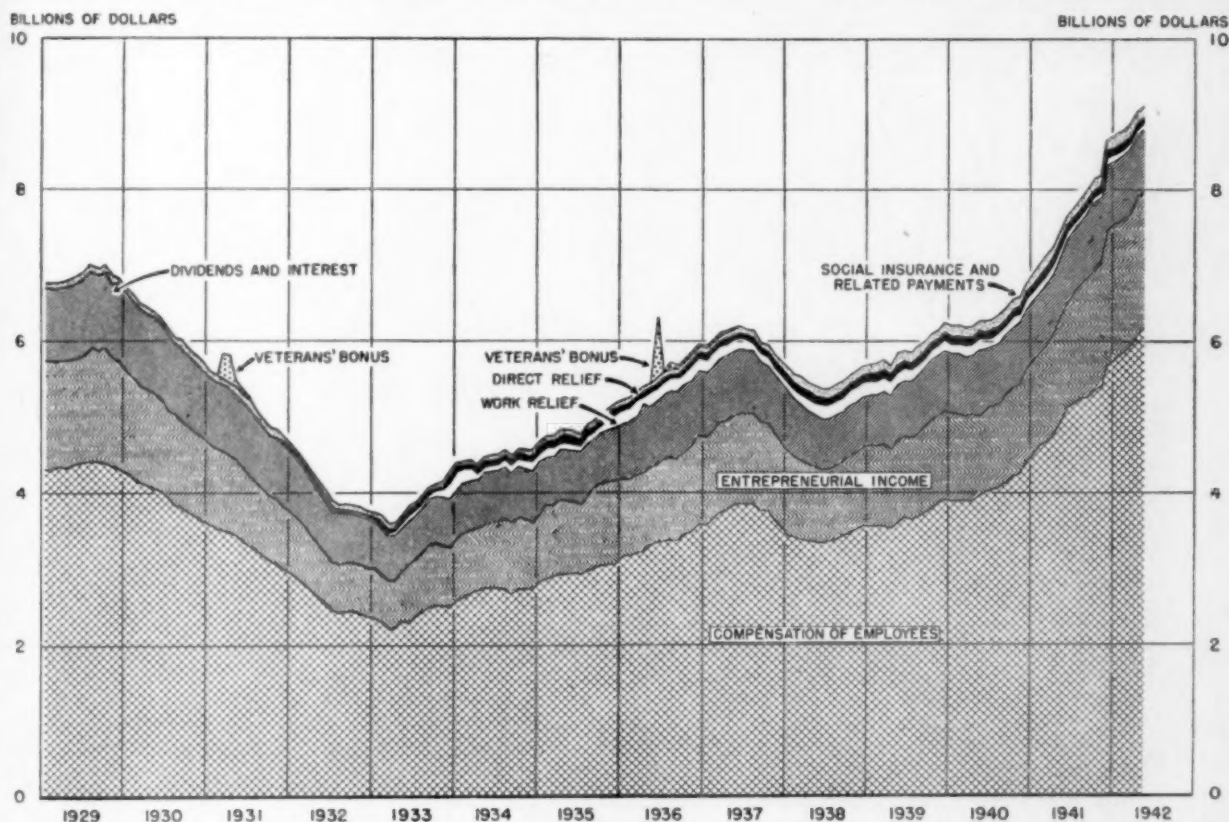


Table 1.—Income payments in the continental United States, by specified period, 1936–42¹

[In millions; data corrected to July 2, 1942]

Year and month ²	Total ³	Compensation of employees ⁴	Entrepreneurial income, net rents, and royalties	Dividends and interest	Work relief ⁵	Direct relief ⁶	Social insurance and related payments ⁷	Veterans' bonus
Calendar year:								
1936.....	\$68,024	\$40,027	\$13,003	\$9,785	\$2,155	\$672	\$955	\$1,427
1937.....	72,365	44,689	14,162	9,891	1,639	836	1,020	128
1938.....	66,135	40,845	12,369	8,233	2,094	1,008	1,529	57
1939.....	70,809	43,981	13,346	8,891	1,870	1,071	1,616	34
1940.....	76,404	48,639	13,840	9,421	1,577	1,098	1,801	28
1941.....	92,122	60,782	17,352	9,910	1,213	1,112	1,734	19
1941								
May.....	7,482	4,940	1,377	810	115	93	146	1
June.....	7,667	5,107	1,397	817	104	93	146	3
July.....	7,763	5,172	1,441	826	80	90	146	2
August.....	7,882	5,241	1,494	832	80	90	143	2
September.....	7,904	5,265	1,579	841	79	89	140	1
October.....	8,130	5,363	1,606	851	80	89	140	1
November.....	8,196	5,405	1,617	863	79	90	140	2
December.....	8,666	5,678	1,781	879	87	92	148	1
1942								
January.....	8,729	5,748	1,777	870	77	94	162	1
February.....	8,794	5,854	1,745	865	72	95	162	1
March.....	8,881	5,946	1,741	858	75	94	166	1
April.....	9,049	6,073	1,804	850	68	92	161	1
May.....	9,114	6,195	1,771	840	62	90	155	1

¹ Compensation of employees, entrepreneurial income, net rents, and royalties, and dividends and interest adjusted for seasonal variation.

² For annual and monthly figures 1929–40, see the Bulletin, August 1941, table 1, pp. 74–76.

³ Wage and salary payments minus deductions for employee contributions to social insurance and related programs. Includes industrial pensions and payments to members of the armed forces.

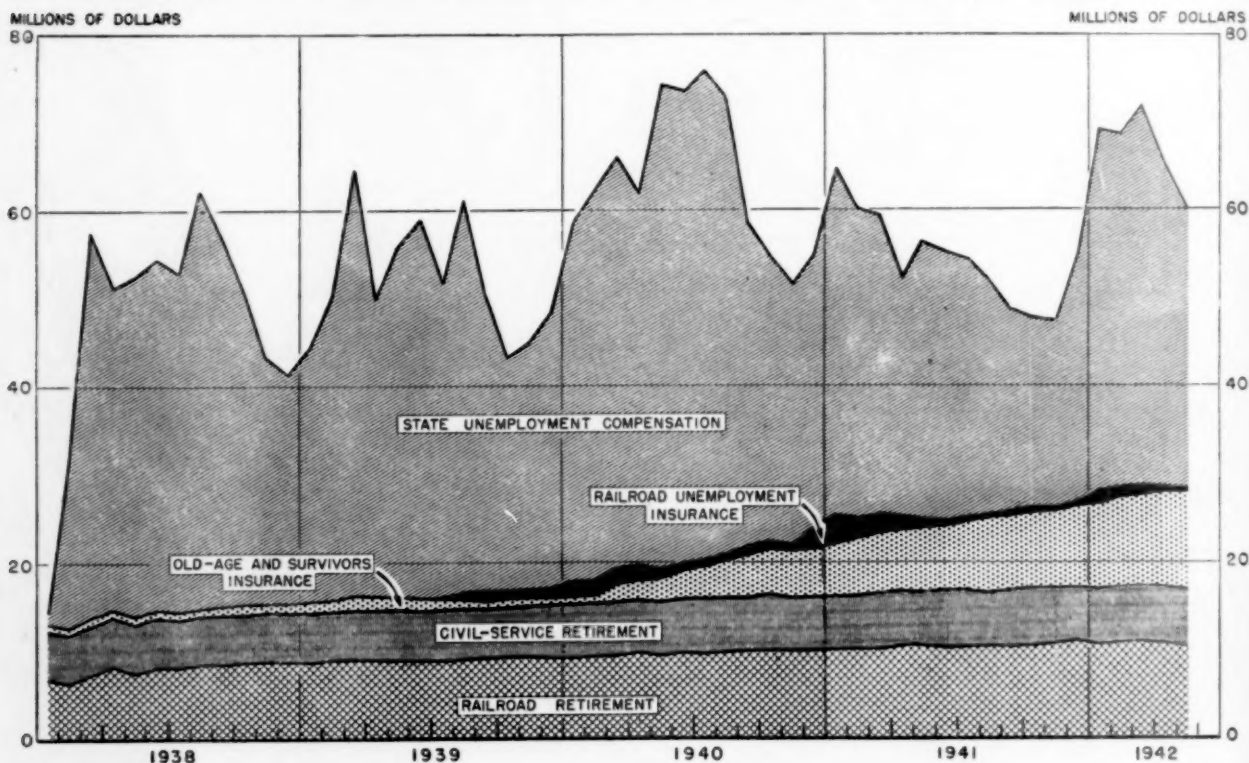
⁴ Earnings of persons employed by the CCC, NYA, and WPA. Excludes earnings of persons employed on other Federal agency projects financed from emergency funds; such earnings are included in the column "Compensation of employees."

⁵ Payments to recipients under the 3 special public assistance programs and general relief, the value of food stamps issued by the Agricultural Marketing Administration under the food stamp plan, and subsistence payments certified by the Farm Security Administration.

⁶ Represents payments under programs of old-age and survivors insurance, railroad retirement, Federal, State, and local retirement, veterans' pensions, workmen's compensation, State unemployment compensation, and railroad unemployment insurance.

Source: U. S. Department of Commerce, Bureau of Foreign and Domestic Commerce.

Chart 2.—Payments under selected social insurance and retirement programs, January 1938–May 1942



million, 1.2 percent less than in April. The trend in these payments is directly opposite to last year's, when dividends and interest increased each month during the year.

Work relief and direct relief payments in May were less than in April or in May of last year. Work relief payments were only slightly more than half the amount expended a year ago. With reduced WPA appropriations, discontinuance of the CCC, and increased employment opportunities, further reductions in these payments will occur.

Payments under social insurance and related

programs decreased 3.7 percent from April to \$155 million. This drop can be attributed to the decrease of \$5.0 million in unemployment insurance payments, for payments under other programs either remained at the same level or changed only slightly.

May payments to beneficiaries under the five programs summarized in table 2 amounted to \$60.1 million, or 39 percent of all social insurance and related payments as estimated by the Department of Commerce. Unemployment insurance payments, which accounted for slightly more than half of the total, were at approximately the same

Table 2.—Payments under selected social insurance and retirement programs, by specified period, 1936-42¹

[In thousands]

Year and month	Total	Retirement and survivor payments									Refunds under the Civil Service Commission to employees leaving service ⁵	Unemployment insurance payments		
		Total	Monthly retirement payments ²			Survivor payments						Total	State unemployment compensation laws ³	Railroad Unemployment Insurance Act ⁴
			Social Security Act ¹	Railroad Retirement Act ⁴	Civil Service Commission ⁵	Monthly payments		Lump-sum payments						
						Social Security Act ⁶	Railroad Retirement Act ⁴	Social Security Act ⁷	Railroad Retirement Act ⁴	Civil Service Commission ⁵				
Calendar year:														
1936	\$59,372	\$56,377		\$683	\$51,630		\$2			\$4,062	\$2,864	\$131	\$131	
1937	105,429	99,818		40,001	53,694		444	\$1,278		4,401	3,479	2,132	2,132	
1938	566,752	169,640		96,766	56,118		1,383	10,478	\$291	4,604	3,326	393,786	393,786	
1939	625,748	187,837		107,282	58,331		1,451	13,895	1,926	4,952	2,846	435,065	429,298	\$5,767
1940	764,399	226,533	\$21,075	114,166	62,019	\$7,784	1,448	11,734	2,497	5,810	3,277	534,589	518,700	15,889
1941	653,390	289,919	55,141	119,913	64,933	25,454	1,559	13,328	3,421	6,170	4,615	358,856	344,321	14,535
1941														
May	56,486	23,680	4,356	10,003	5,401	1,958	133	1,080	367	382	384	32,422	31,574	848
June	55,361	23,950	4,496	9,973	5,387	2,054	135	1,026	242	637	373	31,038	30,561	477
July	54,465	24,466	4,718	9,964	5,418	2,201	131	1,179	317	538	337	29,662	29,307	355
August	52,065	24,537	4,901	9,999	5,406	2,308	133	1,155	278	357	484	27,044	26,494	550
September	48,915	24,906	5,024	10,081	5,452	2,375	132	986	251	605	455	23,554	22,942	612
October	47,935	25,390	5,235	10,114	5,462	2,498	134	1,100	303	544	484	22,061	21,430	631
November	47,715	25,551	5,383	10,199	5,516	2,579	129	1,029	256	460	489	21,675	21,066	609
December	55,417	26,184	5,611	10,189	5,519	2,736	134	1,131	362	502	460	28,773	27,847	926
1942														
January	69,311	26,374	5,811	10,102	5,557	2,827	128	1,267	258	424	484	42,453	41,056	1,397
February	68,614	26,780	6,074	10,161	5,549	2,997	133	1,291	301	274	622	41,212	39,884	1,328
March	71,985	27,234	6,243	10,223	5,532	3,109	127	1,185	306	509	465	44,286	43,035	1,251
April	65,179	27,790	6,430	10,198	5,572	3,240	128	1,397	238	497	468	37,011	36,311	700
May	60,077	27,540	6,544	10,068	5,594	3,312	125	1,239	236	402	514	32,023	31,704	319

¹ Payments to individual beneficiaries under programs; data exclude cost of administration. 1941 calendar-year totals represent sum of unrounded figures; hence may differ slightly from sum of rounded amounts. For detailed data see tables in program sections of the Bulletin.

² Represents old-age retirement benefits under all acts and disability retirement benefits under Railroad Retirement and Civil Service Retirement Acts.

³ Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment; represent primary benefits, wife's benefits, and benefits to children of primary beneficiaries. Distribution by type of benefit partly estimated. 1940 total and monthly figures for 1941 revised as of Apr. 10, 1942.

⁴ Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment, minus cancellations, during month ended on 20th calendar day through November 1941; for December 1941, amounts certified from Nov. 21 through Dec. 31; for subsequent months amounts certified during calendar month. Monthly payments to survivors include annuities to widows under joint and survivor elections and 12-month death-benefit annuities to widows and next of kin. Calendar-year totals revised as of May 10, 1942.

⁵ Principally payments under civil-service retirement and disability fund but includes also payments under Canal Zone retirement and disability fund and Alaska Railroad retirement and disability fund administered by the

Civil Service Commission. Monthly retirement payments include accrued annuities to date of death paid to survivors. Data for calendar years 1936-39 estimated on basis of data for fiscal years. For discussion of benefits and beneficiaries under the Civil Service Retirement Act, see the Bulletin, April 1941, pp. 29-42.

⁶ Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment; represent widow's benefits, widow's current benefits, parent's benefits, and orphan's benefits. Distribution by type of benefit partly estimated. 1940 total and monthly figures for 1941 revised as of Apr. 10, 1942.

⁷ Amounts certified to the Secretary of the Treasury for payment; represent payments at age 65 for 1937-August 1939, payments with respect to deaths of covered workers prior to Jan. 1, 1940, for entire period, and, beginning January 1940, payments with respect to deaths of covered workers after Dec. 31, 1939. Payments at age 65 totaling \$651,000 in 1937, \$4.7 million in 1938, and \$4.6 million in 1939 are not survivor payments.

⁸ Amount of checks issued, reported by State agencies to the Bureau of Employment Security. Annual figures adjusted for voided benefit checks; monthly figures unadjusted.

⁹ Amounts certified by regional offices of the Railroad Retirement Board to disbursing officers of the Treasury in same city.

level as a year ago. Thus, the gain of \$3.6 million over last May is due to further expansion in the retirement programs.

Payments under the State unemployment compensation programs were slightly higher than in May 1941. Liberalized benefit formulas and higher base-period earnings rather than a higher volume of unemployment account for this increase, since the average number of weeks compensated had declined to 610,000 in May as compared with 659,000 a year earlier (table 3). Payments under the Railroad Unemployment Insurance Act were 62 percent below the level of a year ago, and the number of beneficiaries showed approximately the same percentage decrease.

During May, the old-age and survivors insurance and civil-service retirement programs expanded further with respect to both total amounts of monthly payments and numbers of beneficiaries. On the other hand, payments and

beneficiaries under the Railroad Retirement Act declined, primarily because the removal of the central offices to Chicago resulted in administrative delays in the processing of new claims. The total amounts of lump-sum payments decreased under both the old-age and survivors insurance program and the civil-service retirement program, while under the railroad retirement program this type of payment increased.

Approximately 751,400 individuals received monthly benefits amounting to \$25.6 million and 10,300 received lump-sum payments amounting to \$1.9 million under the retirement and survivor programs in May. The group of 524,700 monthly beneficiaries under the old-age and survivors insurance program was composed of 238,000 retired workers, the wives of 68,500 of these workers, 10,200 of their minor children, and 208,000 survivors of deceased workers or annuitants. This latter group is composed of 20,200 widows aged

Table 3.—Individuals receiving payments under selected social insurance and retirement programs, by month, May 1941–May 1942

[In thousands]

Year and month	Retirement and survivor beneficiaries								Separated employees receiving refunds under the Civil Service Commission ⁹	Unemployment insurance beneficiaries	
	Monthly retirement beneficiaries			Survivor beneficiaries						State unemployment compensation laws ¹⁰	Railroad Unemployment Insurance Act ¹¹
	Social Security Act ¹	Railroad Retirement Act ²	Civil Service Commission ³	Monthly beneficiaries		Lump-sum beneficiaries ⁴					
				Social Security Act ⁴	Railroad Retirement Act ⁵	Social Security Act ⁷	Railroad Retirement Act	Civil Service Commission ⁶			
1941											
May.....	200.1	148.9	66.8	117.9	3.4	7.9	1.5	0.4	2.5	659.0	20.7
June.....	216.4	149.6	66.9	124.8	3.4	7.4	1.0	.6	2.6	683.9	11.4
July.....	226.1	150.2	67.1	132.8	3.5	8.6	1.3	.6	2.5	611.1	10.6
August.....	235.9	150.6	67.5	140.5	3.5	8.5	1.1	.5	3.3	571.9	12.0
September.....	244.0	151.3	67.5	146.4	3.6	7.2	1.0	.7	3.0	493.4	13.2
October.....	253.4	151.8	67.8	154.0	3.6	8.0	1.1	.6	3.4	430.0	12.9
November.....	261.3	152.5	68.4	160.4	3.6	7.5	1.0	.5	4.3	470.6	13.4
December.....	271.5	152.9	68.6	168.5	3.6	8.2	1.2	.5	3.5	523.0	22.4
1942											
January.....	282.5	152.8	69.3	176.1	3.6	9.1	.9	.5	4.1	796.6	35.1
February.....	292.9	153.3	69.1	185.2	3.6	9.3	1.0	.3	4.2	837.6	33.6
March.....	301.5	153.5	69.2	192.3	3.6	8.6	1.0	.6	4.2	803.1	29.2
April.....	310.6	153.8	69.3	200.8	3.6	10.1	1.0	.6	4.3	668.3	16.9
May.....	316.8	153.4	69.7	207.9	3.6	9.0	.8	.5	4.9	609.7	7.2

¹ Primary beneficiaries and their wives and children, for whom monthly benefits were certified to the Secretary of the Treasury during month.

² Employee annuitants and pensioners on roll as of 20th of month; includes disability annuitants.

³ Annuitants under Civil Service, Canal Zone, and Alaska Railroad Retirement Acts; represents age and disability retirements, voluntary and involuntary retirements after 30 years' service, and voluntary retirement after 15 years' service, and involuntary separations after not less than 15 years' service. Includes persons receiving survivor benefits under joint and survivor elections, numbering 55 in May 1942. Figures not adjusted for suspension of annuities of persons reemployed under the National Defense Act of June 28, 1940, numbering 748 in May 1942.

⁴ Widows, parents, and orphans for whom monthly benefits were certified to the Secretary of the Treasury during month.

⁵ Widows receiving survivor benefits under joint and survivor elections and next of kin receiving death-benefit annuities for 12 months; number on roll as of 20th of month. Widows receiving both survivor and death-benefit annu-

ties are counted twice, but 2 or more individuals sharing 1 death-benefit annuity are counted as 1.

⁶ Number of deceased wage earners with respect to whose wage records payments were made to survivors; for railroad retirement beneficiaries, number certified in month ending on 20th calendar day.

⁷ Represents deceased wage earners whose survivors received payments under either 1935 or 1939 act.

⁸ See footnote 3 for programs covered. Represents employees who died before retirement age and annuitants with unexpended balances whose survivors received payments.

⁹ See footnote 3 for programs covered.

¹⁰ Represents average number of weeks of unemployment compensated in calendar weeks ended within month.

¹¹ Number of individuals receiving benefits during second and third weeks of month for days of unemployment in registration periods of 14 consecutive days.

65 and over, 51,200 widows under 65 with 134,100 children in their care, and the parents of 2,380 deceased wage earners. The 524,700 monthly beneficiaries represent almost 331,000 families. The number of beneficiaries receiving monthly retirement or survivor payments under the railroad

retirement and civil-service retirement programs—226,700—is a close approximation of the number of families which received benefits, inasmuch as these programs do not provide supplementary benefits for the wives and children of retired workers.

Financial and Economic Data

Receipts

Social security and railroad retirement and unemployment tax receipts accounted for 29 percent of total Federal receipts in May (table 2). Despite the large increase in Federal receipts from other sources, this ratio was only slightly below that for May 1941, primarily because of the record level of old-age and survivors insurance contributions. For the first 11 months of the fiscal year 1941-42, Federal income-tax collections totaled \$5,874 million, \$3,321 million more than in the corresponding period of 1940-41. Miscellaneous internal-revenue collections, which include the national defense excises, were \$847 million above those of the first 11 months of 1940-41.

The \$204 million collected in May (table 3) under the Federal Insurance Contributions Act exceeded collections for any previous month. The amount was \$54.1 million more than collections in May 1941 and \$22.3 million more than collections in February 1942, the second month of the previous quarter. Collections in April and May together were well above receipts for any previous full quarter. Second-quarter receipts are based primarily on pay rolls in January, February, and March, during which time pay rolls in manufacturing rose from the December level of 169.9 to 182.9 in March, according to the Bureau of Labor Statistics unadjusted index.

Table 1 shows, for the past 3 years, quarterly averages for three major economic indexes and Federal insurance contributions based on wages paid. Insurance contributions reflect pay rolls in all covered employment, whereas the industrial-production index relates only to manufacturing and mining, and excludes construction, service, trade, finance, transportation, and utilities. The indexes of employment and pay rolls refer solely to manufacturing.

Although the index of industrial production rose only 1 point from the fourth quarter of 1941 to the first quarter of 1942 and the index of

factory employment declined 1 point, the index of factory pay rolls increased nearly 11 points. April and May receipts indicate that insurance contributions will show a rise of approximately 10 percent from the first to the second quarter of 1942. These contributions are affected by the fact that the largest proportion of the tax receipts for the group of employees who earn more than \$3,000 a year is based on first-quarter earnings.

The upward movement in production and pay rolls continued during the first 2 months of the second quarter. The Federal Reserve Board unadjusted index of industrial production, which rose to 171 in April, increased another 6 points in May. Likewise, the unadjusted index of factory employment rose from 136.1 in April to 137.0 in May, while the pay-roll index rose 6 points to 192.6. Since these indicators were continuing to

Table 1.—Average indexes of industrial production, employment, pay rolls, and Federal insurance contributions, by quarter, 1939–May 1942

(Corrected to June 30, 1942)

Year and quarter	Index of industrial production ¹	Index of factory employment ²	Index of factory pay rolls ³	Federal insurance contributions (in millions)
1939				
First.....	99	95.9	86.9	\$133.3
Second.....	100	96.4	87.0	139.5
Third.....	109	99.9	90.8	141.8
Fourth.....	125	107.5	103.9	153.1
1940				
First.....	114	104.8	96.6	148.6
Second.....	117	102.9	98.4	161.2
Third.....	125	107.3	105.1	164.7
Fourth.....	136	114.9	118.3	162.8
1941				
First.....	140	117.7	126.2	170.9
Second.....	153	125.1	143.7	192.2
Third.....	163	133.0	157.8	207.7
Fourth.....	166	134.8	167.4	218.5
1942				
First.....	167	133.7	178.2	222.8
Second (2 months).....	(⁴)	(⁴)	(⁴)	242.9

¹ Based on unadjusted monthly index of Federal Reserve Board; 1935-39=100.

² Based on unadjusted index of U. S. Bureau of Labor Statistics; 1923-25=100.

³ Not available.

advance in June, collections in the third quarter of 1942 may be at an even higher level.

The index of the cost of living in 21 large cities, as computed by the Bureau of Labor Statistics, rose 0.8 percent from mid-April to mid-May. Between May 15 and June 2 there was a slight decline—the first since November 1940. The index of living costs on June 2 was 11 percent higher than on June 15, 1941, and 16 percent higher than the average for the 5 years 1935–39.

The June 2 figures are based on a special survey conducted by the BLS to ascertain the immediate effect of the General Maximum Price Regulation which became effective in retail trade on May 18.

Collections of \$9.3 million under the Federal Unemployment Tax Act during May brought to \$119 million the total received during the fiscal year. These collections are considerably larger than the \$67.1 million expended during these 11 months for grants for unemployment compensa-

Table 2.—Social security and total Federal receipts, expenditures, and public debt, by specified period, 1936–42

[In millions]

Period	General and special accounts										Trust accounts, etc., ⁷ excess receipts (+) or expenditures (–)	Change in general fund balance	Public debt					
	Receipts of Federal Government				Expenditures ⁴ of Federal Government								Total	Old-age and survivors insurance trust fund	Unemployment trust fund ⁸	Railroad retirement account	All other	
	Total ¹	Social security taxes ¹	Railroad retirement and unemployment taxes ¹	All other	Total ¹	Under the Social Security Act		Under the Railroad Retirement Board		All other								
						Admin-istrative expenses and grants to States ¹	Net appropriations and transfers to old-age and survivors insurance trust fund	Admin-istrative expenses ⁴	Transfers to railroad retirement account									
Fiscal year:			(⁹)															
1936–37	\$5,294	\$252		\$5,042	\$8,442	\$183	\$265	\$1		\$7,993	–\$3,149	+ \$374	–\$128	\$36,425	\$267	\$312		\$35,846
1937–38	6,242	604	\$150	5,488	7,626	291	387	3	\$146	6,799	–1,384	+306	–338	37,165	662	872	\$96	35,565
1938–39	5,668	631	109	4,928	9,210	342	503	¹⁰ 3	107	8,255	–3,542	+800	+622	40,440	1,177	1,267	67	37,929
1939–40	5,925	712	126	5,087	9,537	379	¹⁰ 539	¹⁰ 8	121	8,490	–3,612	+137	–947	42,968	1,738	1,710	79	39,441
1940–41	8,269	788	144	7,337	13,372	447	661	¹⁰ 7	124	12,133	–5,103	–148	+742	48,961	2,381	2,273	74	44,233
11 months ended:																		
May 1940	5,141	708	98	4,335	8,514	368	¹⁰ 403	¹⁰ 7	121	7,615	–3,374	+197	–809	42,808	1,565	1,721	77	39,445
May 1941	6,991	784	116	6,091	11,842	430	690	¹⁰ 6	124	10,622	–4,851	+111	+14	47,721	2,146	2,254	84	43,237
May 1942	11,174	1,011	141	10,022	28,734	490	867	¹⁰ 9	141	27,227	–17,560	–1,870	+179	68,571	2,927	3,106	102	62,436
1941																		
May	541	157	8	376	1,288	35	147	1		1,105	–747	–264	–521	47,721	2,146	2,254	84	43,237
June	1,277	4	28	1,245	1,530	17	1	1		1,511	–252	–259	+729	48,961	2,381	2,273	74	44,233
July	456	47	1	408	1,640	60	43	1	46	1,490	–1,185	+599	–34	49,513	2,371	2,333	108	44,701
August	564	167	6	381	1,687	43	157	1		1,486	–1,133	–2	+274	50,921	2,361	2,479	102	45,979
September	1,136	4	33	1,099	1,875	33	1	1		1,840	–739	–293	–607	51,346	2,556	2,479	91	46,220
October	489	48	1	440	2,126	56	43	1	32	1,994	–1,637	–225	+376	53,584	2,546	2,538	112	48,388
November	730	175	5	550	2,024	40	166	1		1,817	–1,294	–484	–322	55,040	2,536	2,706	102	49,696
December	1,214	6	36	1,172	2,544	33	2	1		2,508	–1,329	–328	+1,241	57,938	2,736	2,732	91	52,379
1942																		
January	614	51	1	562	2,664	56	36	1	32	2,539	–2,050	–633	–610	60,012	2,726	2,771	112	54,403
February	937	253	4	680	2,808	37	179	1		2,591	–1,871	+114	+612	62,381	2,761	2,923	102	56,595
March	3,548	5	44	3,499	3,422	31	1	1		3,389	+126	–234	–69	62,419	2,923	2,910	91	56,495
April	732	42	1	689	3,790	49	37	1	32	3,671	–3,058	–126	–642	64,961	2,913	2,914	112	59,022
May	764	213	9	542	4,155	53	201	1		3,900	–3,391	–257	–39	68,571	2,927	3,106	102	62,436

¹ Beginning July 1940, appropriations to old-age and survivors insurance trust fund minus reimbursements to the Treasury for administrative expenses are excluded from net receipts and expenditures of general and special accounts of the Treasury. These net appropriations are included here in both total receipts and expenditures for comparison with previous periods.

² Represents collections under the Federal Insurance Contributions Act and the Federal Unemployment Tax Act.

³ Represents total collections under the Carriers Taxing Act and 10 percent of collections under the Railroad Unemployment Insurance Act (see table 3, footnote 5).

⁴ Excludes public-debt retirement. Based on checks cashed and returned to the Treasury.

⁵ Excludes funds for vocational rehabilitation program of the Office of Education and for disease and sanitation investigations of the Public Health Service (see table 4, footnote 1). Prior to Jan. 1, 1942, excludes grants to States for employment service administration under the Wagner-Peyser Act. Such grants are included in "all other"; since Jan. 1, 1942, includes Federal expenditures for operation of employment services in the States. Also excludes administrative expenses incurred by the Treasury prior to

July 1940 in administration of title II of the Social Security Act and the Federal Insurance Contributions Act. Includes expenses incurred by the Social Security Board in administration of the Wagner-Peyser Act, beginning July 1940.

⁶ Includes expenditures for administration of railroad unemployment insurance, amounting to \$500,000 in 1938–39, \$4,987,000 in 1939–40, \$3,397,000 in 1940–41, and \$2,248,000 in 1941–42; also includes \$5,315,000 expended since April 1941 for acquisition of service and compensation data of railroad workers in accordance with Public Res. 102, approved Oct. 9, 1940.

⁷ Includes all trust accounts, increment resulting from reduction in weight of gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

⁸ Beginning July 1939, contains separate book account for railroad unemployment insurance account and for each State employment security agency.

⁹ Less than \$500,000.

¹⁰ Excludes amounts reimbursed to the Treasury for administrative expenses, which were part of transfer.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

tion administration and for the operation of the employment services in 1942 (table 4).

Total tax collections under the five selected social insurance programs listed in table 3 amounted to \$366 million in May. About \$222 million or 61 percent is included in gross receipts of the general and special accounts of the Treasury. The other 39 percent consists of State un-

Table 3.—Social insurance taxes under selected programs, by specified period, 1936-42

[In thousands]

Period	Old-age survivors insurance		Unemployment insurance		
	Federal insurance contributions ¹	Taxes on carriers and their employees ²	State unemployment contributions ³	Federal unemployment taxes ⁴	Railroad unemployment insurance contributions ⁵
Cumulative through May 1942	\$3,426,230	\$652,629	\$4,660,822	\$572,916	\$180,222
Fiscal year:					
1936-37	194,346	345	(⁶)	\$57,751	
1937-38	514,406	150,132	(⁶)	\$90,104	
1938-39	530,358	109,257	803,007	100,869	
1939-40	604,694	120,967	853,955	107,523	49,167
1940-41	690,555	136,942	888,450	97,677	68,162
11 months ended:					
May 1940	601,799	94,611	843,420	106,504	34,303
May 1941	687,269	110,823	879,946	96,897	51,856
May 1942	891,872	134,987	1,087,946	118,992	62,893
1941					
May	149,679	7,979	105,763	7,453	957
June	3,286	26,120	8,495	780	16,306
July	44,815	872	146,570	2,234	50
August	159,525	5,638	107,460	7,477	573
September	3,366	31,111	6,781	910	18,103
October	45,674	1,058	148,239	2,169	86
November	168,458	5,202	119,673	6,808	939
December	4,323	33,866	10,417	1,267	19,209
1942					
January	38,579	1,277	154,912	12,710	107
February	181,446	4,161	122,536	71,269	786
March	2,773	41,574	5,471	1,995	22,351
April	39,173	1,206	122,109	2,853	5
May	203,740	9,023	143,747	9,302	684

¹ Tax effective Jan. 1, 1937, based on wages for employment as defined in Internal Revenue Code (ch. 9, subch. A, sec. 1426), payable by employers and employees.

² Tax effective Mar. 1, 1936, based on wages for employment as defined in Carriers Taxing Act, payable by carriers and employees.

³ Represents contributions plus penalties and interest collected from employers and contributions from employees, deposited in State clearing accounts. For differences in State rates, see p. 82, table 7, footnote 1. Data include contributions based on wages from railroad industry prior to July 1, 1939. Subsequent transfers from State accounts to railroad unemployment insurance account in unemployment trust fund, amounting to \$105,900,769 as of May 31, 1942, are not deducted. Figures reported by State agencies, corrected to May 31, 1942.

⁴ Tax effective Jan. 1, 1936, based on wages for employment as defined in Internal Revenue Code (ch. 9, subch. C, sec. 1607), payable by employers only. Amounts represent Federal tax collections after deduction for amounts paid into State unemployment funds on covered wages earned in previous calendar year.

⁵ Tax effective July 1, 1939, based on wages for employment as defined in Railroad Unemployment Insurance Act, payable by employers only. Computed from data in Daily Statement of the U. S. Treasury. Represents 10 percent which is deposited with the Treasury and appropriated to railroad unemployment insurance administration fund for expenses of the Railroad Retirement Board in administering act, and 90 percent which is deposited in railroad unemployment insurance account in unemployment trust fund and is not included in receipts of general and special accounts of the Treasury. Amounts, therefore, differ from figures on p. 70, table 2, which represent only the 10 percent deposited with the Treasury.

⁶ Includes \$40,561,886 subsequently refunded to States which did not collect taxes on 1936 pay rolls and in which employers paid full tax to the Federal Government.

⁷ Not available.

Table 4.—Federal appropriations and expenditures for administrative expenses and grants to States under the Social Security Act, by specified period, 1940-42¹

[In thousands]

Item	Fiscal year 1940-41		Fiscal year 1941-42	
	Appropriations ²	Expenditures through May ³	Appropriations ⁴	Expenditures through May ⁵
Total	\$440,894	\$430,029	\$503,829	\$489,844
Administrative expenses	27,694	28,888	26,129	28,961
Federal Security Agency, Social Security Board ⁶	27,220	23,592	25,655	22,806
Department of Labor, Children's Bureau	364	258	364	334
Department of Commerce, Bureau of the Census	110	105	110	102
Department of the Treasury ⁶	(⁶)	4,933	(⁶)	5,719
Grants to States	413,200	401,141	477,700	460,883
Federal Security Agency	402,000	390,203	466,500	449,581
Social Security Board	391,000	370,456	455,500	438,205
Old-age assistance	245,000	249,479	300,000	294,734
Aid to dependent children	75,000	61,228	74,000	68,551
Aid to the blind	10,000	6,940	9,000	7,862
Unemployment compensation administration	61,000	61,809	72,500	67,057
Public Health Service: Public health work	11,000	10,747	11,000	11,376
Department of Labor, Children's Bureau	11,200	10,938	11,200	11,302
Maternal and child health services	5,820	5,501	5,820	5,882
Services for crippled children	3,870	3,903	3,870	3,862
Child welfare services	1,510	1,534	1,510	1,558

¹ Excludes some funds appropriated and expended under the Social Security Act, because they are not separated from other Federal funds for similar purposes. Such is the case with funds for vocational rehabilitation for which \$113,000 was appropriated for 1940-41 and \$112,000 for 1941-42 for administration in the Office of Education, and \$2,000,000 for 1940-41 and \$2,650,000 for 1941-42 for grants to States. For disease and sanitation investigations of the Public Health Service, appropriations were \$1,625,000 for 1940-41 and \$1,742,481 for 1941-42 in addition to grants to States shown in this table.

² Excludes unexpended balance of appropriations for previous fiscal year. Appropriations for 1941-42 include additional appropriation of \$40,000,000 approved Apr. 28, 1942.

³ Based on checks cashed and returned to the Treasury. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.

⁴ Includes amounts expended by the Board in administration of title II of the act, reimbursed to general fund of the Treasury. Includes amounts for administration of the Wagner-Peyser Act prior to Jan. 1, 1942. See footnote 7.

⁵ Represents amounts expended by the Treasury in administration of title II of the Social Security Act and the Federal Insurance Contributions Act, reimbursed to general fund of the Treasury.

⁶ Not available.

⁷ Prior to Jan. 1, 1942, includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program, and excludes grants to States for employment service administration under the Wagner-Peyser Act, for which \$3,000,000 was appropriated in 1940-41 and \$3,100,000 in 1941-42. Since Jan. 1, 1942, includes grants for unemployment compensation administration and Federal expenditures for operation of employment services in the States.

Source: Various Federal appropriation acts (appropriations); Daily Statement of the U. S. Treasury (expenditures).

employment contributions, which are paid to designated State agencies, and 90 percent of railroad unemployment insurance contributions, which are deposited directly in the railroad unemployment insurance account. The \$144 million in State unemployment contributions collected in May brought collections for the first 2 months of the second quarter to \$266 million. The decline of \$11.6 million as compared with collections

during January-February is chiefly attributable to tax-rate reductions in the States in which experience-rating provisions are effective.

Expenditures

Social security and railroad retirement expenditures, including net appropriations to the old-age and survivors insurance trust fund, represented 6.1 percent of total Federal expenditures in May. The corresponding percentage for May 1941 was 14.2 percent.

Social security expenditures for administration and grants to States through May of the fiscal year 1941-42 amounted to \$490 million. This amount represented 97 percent of the fiscal year appropriations exclusive of unexpended balances carried over from the previous fiscal year (table 4). Expenditures have exceeded 1941-42 appropriations for grants for public health work, maternal and child health services, and child welfare services, for which unexpended appropriations from the previous fiscal year were available. Administrative expenditures, other than those of

the Treasury Department, amounted to 89 percent of appropriations at the end of May.

Total Federal expenditures for May, including those from trust accounts, exceeded total receipts during the month by \$3,648 million. This excess was accompanied by a rise of \$3,610 million in the public debt and a decrease of \$39 million in the general fund balance (table 2). Only 5.4 percent of the increase in public debt issues outstanding was absorbed by the three social insurance trust funds. The computed rate of interest on the total public debt continued to decline—from 2.368 percent as of April 30 to 2.349 percent as of May 31.

Old-Age and Survivors Insurance Trust Fund

During May, the old-age and survivors insurance trust fund acquired \$24 million of publicly offered Treasury bonds, 1962-67 series, bearing 2½ percent interest. These bonds are dated May 5, 1942, and the interest is payable semiannually on June 15 and December 15 of each year. They will mature June 15, 1967, but may be called for

Table 5.—Status of the old-age and survivors insurance trust fund, by specified period, 1936-42

(In thousands)

Period	Receipts ¹		Expenditures		Assets			
	Contributions appropriated to trust fund ²	Interest received ³	Benefit payments ⁴	Reimbursement for administrative expenses	Net total of Treasury notes and bonds acquired ⁵	Cash with disbursing officer at end of period	Credit of fund account at end of period ⁶	Total assets at end of period
Cumulative through May 1942.....	\$1,580,013	\$144,961	\$108,935	\$93,525	\$2,927,334	\$16,210	\$223,969	\$3,167,514
Fiscal year:								
1936-37.....		2,262	27		267,100	73	62	267,235
1937-38.....		15,412	5,404		395,200	1,931	113,012	777,243
1938-39.....		26,951	13,892		514,900	3,036	66	1,180,302
1939-40.....		42,480	15,805		560,900	6,098	500	1,744,698
1940-41.....	688,141	55,958	64,342	26,840	642,500	10,778	6,238	2,397,615
11 months ended:								
May 1940.....		240	13,175	6,183	388,000	3,735	142,259	1,711,194
May 1941.....	684,855	1,243	57,207	24,637	408,200	13,527	180,126	2,348,953
May 1942.....	891,872	1,889	99,466	24,397	546,734	16,210	223,969	3,167,514
1941								
May.....	149,679	131	6,975	2,303	-5,000	13,527	180,126	2,348,953
June.....	3,286	54,715	7,135	2,303	234,300	10,778	6,238	2,397,615
July.....	44,815	9	7,465	2,201	-10,000	13,310	45,864	2,432,774
August.....	159,525	40	7,906	2,201	-10,000	15,400	206,231	2,582,231
September.....	3,366	81	8,090	2,201	105,400	12,332	7,084	2,575,417
October.....	45,674	88	8,289	2,210	-10,000	14,040	50,640	2,610,680
November.....	168,458	113	8,406	2,210	-10,000	15,631	217,005	2,768,637
December.....	4,323	241	9,070	2,210	300,400	16,530	8,992	2,761,921
1942								
January.....	38,579	109	9,266	2,142	-10,000	17,260	45,601	2,789,261
February.....	181,446	190	9,689	2,142	34,334	17,614	180,422	2,959,117
March.....	2,773	460	10,275	2,142	162,600	17,309	9,289	2,949,932
April.....	39,173	237	10,376	2,369	-10,000	16,930	46,333	2,976,597
May.....	203,740	261	10,715	2,369	14,000	16,210	223,969	3,167,514

¹ Transfers to trust fund from appropriations totaled \$1,705,000,000 as of June 30, 1940; for fiscal year 1936-37, \$265,000,000 was transferred; for 1937-38, \$387,000,000; for 1938-39, \$503,000,000; and for 1939-40, \$550,000,000.

² Beginning July 1940, trust fund appropriations equal taxes collected under the Federal Insurance Contributions Act.

³ Interest on investments held is credited annually in June; on investments redeemed, in month of redemption.

⁴ Based on checks cashed and returned to the Treasury.

⁵ Minus figures represent net total of notes redeemed.

⁶ Prior to July 1940, includes balance of appropriation available for transfer.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

redemption on and after June 15, 1962, at the option of the United States. This was the second time that publicly offered Treasury bonds were acquired by the old-age and survivors insurance trust fund; the first acquisition occurred in February 1942. The interest rate on these bonds is one-fourth of 1 percent above that at which special obligations could have been issued to the fund in May. During the month the redemption of \$10 million of 3-percent old-age reserve account notes reduced the net amount of Government obligations acquired during May to \$14 million (table 5). The sum made available by the redemption of these notes was credited to the account of the disbursing officer. Interest on the redeemed notes, amounting to \$261,000, was credited to the fund account.

Total assets of the fund as of the end of the month amounted to \$3,168 million. Of this total, \$2,927 million represented investments; \$16.2 million, cash with the disbursing officer; and \$224 million, credit to the fund account. The investments consisted of \$928 million in 3-percent special Treasury notes, \$1,328 million in 2½-percent notes, \$603 million in 2½-percent notes, \$44.3 million in 2½-percent Treasury bonds, series 1967-72, and \$24.0 million in 2½-percent Treasury bonds, series 1962-67.

Railroad Retirement Account

During May, Treasury notes amounting to \$10.5 million were sold to meet approximately the amount required for benefit payments, and \$259,000 in interest was credited to the account (table 6). Benefit payments for the month amounted to \$10.4 million. Assets of the account at the end of May totaled \$114 million, of which \$102 million was invested in Treasury notes, \$12 million in cash was credited to the disbursing officer, and \$264,000 was held in the appropriation account.

Unemployment Trust Fund

State deposits in the unemployment trust fund amounted to \$219 million in May (table 7). The April and May deposits totaled \$262 million, \$15.1 million less than the January-February deposits. The decline reflects the decrease in State unemployment contributions mentioned above. Withdrawals of \$32.7 million for benefit payments were the lowest since December 1941. Since new uniform benefit years began in April in 10 States, the small amount withdrawn is particularly indicative of decreasing compensable unemployment. Disbursements for railroad unemployment benefits also continued to decline.

During May, the unemployment trust fund

Table 6.—Status of the railroad retirement account, by specified period, 1936-42

(In thousands)

Period	Receipts			Transfers from appropriation to trust fund	Benefit payments ¹	Assets at end of period			
	Amount appropriated	Interest received	Total			3-percent Treasury notes	To credit of appropriation ²	To credit of disbursing officer	Total
Cumulative through May 1942.....	\$ 639,350	\$9,981	\$649,331	\$639,350	\$535,381	\$101,500	\$264	\$12,186	\$113,950
Fiscal year.....									
Through June 1938.....	146,500	1,411	147,911	146,406	79,849	66,200	234	1,628	68,062
1938-39.....	118,250	2,202	120,452	107,094	105,774	67,200	13,206	2,334	82,740
1939-40.....	120,150	2,283	122,433	120,650	113,099	79,400	10,847	1,826	92,073
1940-41.....	\$ 113,600	2,534	116,134	124,350	121,174	74,000	2,503	10,530	87,033
1941-42 (through May).....	140,850	1,552	142,402	140,850	115,485	101,500	264	12,186	113,950
1941.....									
May.....		37	37	0	10,516	84,000	49	10,831	94,879
June.....		2,497	2,497	0	10,343	74,000	2,503	10,530	87,033
July.....	140,850		140,850	46,350	10,295	107,850	94,504	15,234	217,588
August.....		25	25	0	10,314	101,850	94,531	10,919	207,299
September.....		73	73	0	10,421	91,000	94,580	11,371	196,951
October.....		97	97	31,500	10,596	112,000	63,103	11,350	186,452
November.....		124	124	0	10,357	101,500	63,128	11,592	176,220
December.....		156	156	0	10,699	90,500	63,160	12,017	165,677
1942.....									
January.....		176	176	31,500	10,485	111,500	31,687	12,181	155,368
February.....		193	193	0	10,458	101,500	31,702	11,901	145,103
March.....		215	215	0	10,691	91,000	31,718	11,910	134,628
April.....		233	233	31,500	10,776	112,000	238	11,846	124,085
May.....		259	259	0	10,393	101,500	264	12,186	113,950

¹ Based on checks cashed and returned to the Treasury.

² Represents balances in appropriation and trust fund accounts, including net credit from adjustments such as cancellations and repayments.

³ Appropriation reduced by transfer of \$9 million in October 1940 to prior-

service account for collection of service and compensation data of railroad workers prior to 1937.

Source: Compiled from data in the Daily Statement of the U. S. Treasury

acquired \$25 million of the same series of 2½-percent Treasury bonds acquired by the old-age and survivors insurance trust fund. Prior to May 1942 the unemployment trust fund had acquired only special obligations issued for its

exclusive use. In May, the fund also acquired new special certificates of indebtedness amounting to \$167 million and bearing interest at 2¼ percent. This is the lowest rate at which special obligations have been issued to the unemployment trust fund.

Table 7.—Status of the unemployment trust fund, by specified period, 1936-42¹

[In thousands]

Period	Total assets at end of period	Net total of Treasury certificates and bonds acquired ²	Unexpended balance at end of period	Undistributed interest at end of period ³	State accounts				Railroad unemployment insurance account			
					Deposits	Interest credited	Withdrawals ⁴	Balance at end of period	Deposits	Interest credited	Benefit payments	Balance at end of period ^{4,5}
Cumulative through May 1942.	\$3,115,015	\$3,106,000	\$9,015	\$137	\$4,708,767	\$157,134	\$1,905,187	\$2,870,744	\$162,201	\$5,787	\$41,166	\$244,131
Fiscal year:												
1936-37.....	312,389	293,386	94	-----	291,703	2,737	1,000	312,389	-----	-----	-----	-----
1937-38.....	884,247	559,705	12,247	-----	747,660	15,172	190,975	884,247	-----	-----	-----	-----
1938-39.....	1,280,539	395,000	13,539	-----	811,251	26,837	441,795	1,280,539	-----	-----	-----	-----
1939-40.....	1,724,862	443,000	14,862	-----	859,864	37,524	484,764	1,693,164	44,249	202	14,552	31,699
1940-41.....	2,283,658	563,000	10,658	-----	892,023	45,893	537,343	2,093,737	61,347	3,059	17,784	189,921
11 months ended:												
May 1940.....	1,733,220	454,000	12,220	138	847,610	17,474	431,682	1,713,943	30,944	26	13,603	19,139
May 1941.....	2,263,477	544,300	9,177	106	881,922	21,696	507,174	2,087,607	46,673	1,023	17,230	173,764
May 1942.....	3,115,015	833,000	9,015	137	1,087,408	28,880	339,280	2,870,744	50,605	2,526	8,829	244,131
1941												
May.....	2,263,477	137,000	9,177	106	166,135	-----	29,017	2,089,607	863	-----	1,088	173,764
June.....	2,283,658	18,700	10,658	-----	10,102	24,197	30,169	2,093,737	14,674	2,037	554	189,921
July.....	2,336,948	60,000	3,948	7	77,970	-----	28,276	2,143,431	45	-----	366	193,509
August.....	2,488,016	146,000	9,016	7	175,928	-----	24,889	2,294,470	516	-----	487	193,538
September.....	2,487,541	0	8,541	-----	7,446	55	23,670	2,278,301	16,293	5	596	209,240
October.....	2,541,283	59,000	3,283	33	73,654	-----	19,408	2,332,547	78	-----	615	208,703
November.....	2,712,734	168,000	6,734	33	191,377	-----	20,203	2,503,721	845	-----	567	208,980
December.....	2,744,358	26,000	12,358	-----	12,026	28,694	28,042	2,516,399	17,288	2,510	830	227,958
1942												
January.....	2,775,418	39,000	4,418	18	75,307	-----	43,104	2,548,602	96	-----	1,257	226,797
February.....	2,939,810	152,000	16,810	37	202,170	-----	37,178	2,713,594	707	-----	1,326	226,178
March.....	2,923,153	-13,000	13,153	-----	9,130	130	44,666	2,678,188	20,116	11	1,342	244,963
April.....	2,928,424	4,000	14,424	137	43,169	-----	37,136	2,684,221	4	-----	903	244,064
May.....	3,115,015	192,000	9,015	137	219,232	-----	32,709	2,870,744	616	-----	549	244,131

¹ Beginning July 1939, contains separate book account for railroad unemployment insurance account, in which are held moneys deposited by the Railroad Retirement Board and from which the Secretary of the Treasury makes benefit payments as certified by the Railroad Retirement Board. Trust fund maintains separate account for each State agency, in which are held all moneys deposited from State unemployment funds and from which State agencies withdraw amounts as required for benefit payments.²

² Minus figures represent net total of certificates redeemed.

³ Interest on redeemed Treasury certificates, received by fund at time of redemption but credited to separate book accounts only in last month of each quarter.

⁴ Includes transfers from State accounts to railroad unemployment insurance account amounting to \$105,901,000.

⁵ Includes transfers from railroad unemployment insurance administration fund amounting to \$11,409,667.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

Recent Publications in the Field of Social Security

SOCIAL SECURITY BOARD

U. S. EMPLOYMENT SERVICE. OCCUPATIONAL ANALYSIS SECTION. *Occupations Suitable for Women*. Washington: U. S. Government Printing Office, February 1942. 103 pp.

"This study consists primarily of a list of occupations that may offer opportunities for the employment of women in the war production program." Part I lists occupations occurring in war industries; Part II, occupations that do not occur generally in war industries. "All occupations are listed in the title and code terminology of the *Dictionary of Occupational Titles*." Occupations not given in the *Dictionary*, or whose definitions have been revised, are defined in Part III.

U. S. SOCIAL SECURITY BOARD. *Some Basic Readings in Social Security*. Prepared in the Social Security Board Library. Washington: U. S. Government Printing Office, January 1942. 74 pp. (Publication No. 28, revised.)

The fifth edition of this classified bibliography contains more than 800 titles in the field of social security, including a list of books and pamphlets in the English language on foreign systems of social insurance. Author and title indexes.

WAR AND SOCIAL SERVICES

AMERICAN PUBLIC WELFARE ASSOCIATION. *Public Welfare and War Services; A Bibliography*. Chicago: The Association, 1942. 11 pp.

BAKER, HELEN. *Women in War Industries*. Princeton: Industrial Relations Section, Princeton University, 1942. 82 pp.

A report on the principal personnel problems facing industry in connection with the greater employment of women in the United States and Great Britain. The special topics considered are selection and placement, induction and training, hours, wages, health and safety, and problems outside the plant, including transportation, housing, and the care of children of working mothers. A classified bibliography is included.

BUTLER, HAROLD. *The Lost Peace; A Personal Impression*. New York: Harcourt, Brace, 1942. 246 pp.

This analysis of recent European national and economic trends by the former director of the International Labor Office includes some general facts on that organization as well as conclusions on the economic and political factors essential for a stable international order. Introduction by Felix Morley.

CAMPBELL, DOUGLASS A. "War Hazards and Workmen's Compensation." *Journal of the State Bar of California*, San Francisco, Vol. 17, No. 3 (March-April 1942), pp. 95-105.

Discusses the principles involved in a variety of risks due to military action abroad, with references to similar examples in this country.

COMSTOCK, ADA L. "Women in the War." *Yale Review*, New Haven, Vol. 31, No. 4 (Summer 1942), pp. 671-682.

Includes comments on women in the labor market, and on nutrition and other problems.

ELLIS, WILLIAM J. "War Services of Community Agencies." *State Government*, Chicago, Vol. 15, No. 4 (April 1942), pp. 81-82 ff.

Emphasizes the viewpoint that in the war effort governors and members of State legislatures should use not only volunteer organizations but also the existing public welfare groups.

"Establishment of National Selective Service in Canada." *Labour Gazette*, Ottawa, Vol. 42, No. 4 (April 1942), pp. 402-427.

A documentation of recent Canadian developments, including Parliamentary addresses, other official statements, and orders in council.

"From Peacetime to Wartime Jobs." *Vocational Trends*, Chicago, Vol. 5, No. 4 (April 1942), pp. 4-5.

Briefly reviews the types of conversion whereby workers are transferred to the task of rearmament, and gives a listing of such job shifts taken from the USES Job Family studies.

HARRISON, SHELBY M. *Attacking on Social Work's Three Fronts*. New York: Russell Sage Foundation, 1942. 30 pp.

The President's address at the 1942 National Conference of Social Work states the creed and problems of democratic social work in three areas—"direct service in the immediate war effort," "the day-by-day performance of social work's essential duties," and "the whole broad field of postwar reconstruction."

HAUPT, ALMA C. "The Government's Subcommittee on Nursing." *Public Health Nursing*, New York, Vol. 34, No. 3 (March 1942), pp. 147-154.

Describes the organization of nursing in national defense, with special references to the official Subcommittee on Nursing of the Health and Medical Committee of the Office of Defense Health and Welfare Services. Includes an organization chart, a consideration of proposed means for meeting the nursing personnel problems, and a discussion of the problems of providing various types of service.

HERTEL, FRANK J. "Case Work Services Offered by Family Agencies." *The Family*, New York, Vol. 23, No. 4 (June 1942), pp. 129-134.

In addition to surveying such specialized services as those relating to nutrition, budgeting, and debt, the author notes the work of family agencies in the wartime

fields of special unemployment, migration, evacuation, employment of mothers, and military service.

HINRICHS, A. F. "Occupational Outlook and the War." *Occupations*, New York, Vol. 20, No. 7 (April 1942), pp. 499-505.

An address by the Acting Commissioner of Labor Statistics on the forecasting record of the Occupational Outlook Service of the Bureau of Labor Statistics.

JETER, HELEN R. *Separation Allowances to Families of Men in the Armed Forces of the United States*. Washington: Office of Defense Health and Welfare Services, 1942. 10 pp. Processed.

A committee paper from the 1942 National Conference of Social Work which gives some principles of wartime family allowances and discusses measures proposed in the spring of 1942.

MACLEAN, BASIL C. "Hospitals Now and After the War." *Hospitals*, Chicago, Vol. 16, No. 6 (June 1942), pp. 13-18.

Includes comment on "the desire of the Social Security Board to extend tax legislation to provide payments for hospital care."

MCCONNELL, BEATRICE. "Wartime Employment of Children and Youth." *Labor Information Bulletin*, Washington, Vol. 9, No. 5 (May 1942), pp. 8-10.

Contains several statements of governmental policy for maintaining safeguards for the health and welfare of young persons without impeding essential production.

McELROY, RUTH A. "Wartime Need for Day Care of Children." *The Family*, New York, Vol. 23, No. 4 (June 1942), pp. 123-129.

Some results of a survey in New Haven, Connecticut, showing an emphatic need for day care of children of employed mothers.

McNUTT, PAUL V. "Health Agencies—Their Responsibilities and Their Opportunities During the Present Crisis." *Public Health Reports*, Washington, Vol. 57, No. 19 (May 8, 1942), pp. 685-691.

McNUTT, PAUL V. "Mobilizing Manpower." *American Federationist*, Washington, Vol. 49, No. 5 (May 1942), pp. 3-4.

"Mobilization of Manpower." *Indiana Law Journal*, Indianapolis, Vol. 17, No. 4 (April 1942), pp. 351-358. (Notes and Comments.)

Discusses the reasons for manpower mobilization and gives general comparisons with the systems used in other countries.

NATIONAL INDUSTRIAL CONFERENCE BOARD. *America's War Effort; Objectives, Resources, Progress*. New York: The Board, 1942. 28 pp. (Conference Board Reports.)

Summarizes, by charts and brief text, the principal facts in the American war effort, as of May 1942. The labor force, employment trends, expenditures, living standards, and population groupings by age, occupational status, and industrial employment are discussed.

NATIONAL INDUSTRIAL CONFERENCE BOARD. *Employee Thrift Plans in Wartime*. New York: The Board, 1942. 40 pp. (Studies in Personnel Policy, No. 42.)

Describes various thrift plans as developed by 252 firms, and notes experience under each type. Programs discussed include the sale of United States war bonds to employees, credit unions, savings plans in connection with banks, company savings plans, pooled savings and investment plans, and employee stock-purchase plans.

"The Negro's War." *Fortune*, New York, Vol. 23, No. 6 (June 1942), pp. 77-80 ff.

A review of the Negro in the Nation's labor market, with data on governmental, employer, and union attitudes and practices.

"The New Canadian Man-Power Programme." *International Labour Review*, Montreal, Vol. 45, No. 6 (June 1942), pp. 672-676.

PARRAN, THOMAS. "Opening Remarks to the Fortieth Annual Conference of the United States Public Health Service With the Conference of State and Territorial Health Officers." *Public Health Reports*, Washington, Vol. 57, No. 19 (May 8, 1942), pp. 691-696.

A review of wartime public health problems, with particular reference to State administration.

PIERSON, HARRY E. "Relief and the War; Nationwide Trends Analyzed." *Tax Digest*, Los Angeles, Vol. 20, No. 3 (March 1942), pp. 84-86.

Considers the defense training programs of Federal agencies, public assistance trends, and WPA financing.

POTTS, ARTHUR W. "Local Social Security Organization for War." *Public Welfare News*, Chicago, Vol. 10, No. 5 (May 1942), pp. 2-4. Processed.

A description, with chart, of the functions and relationships of Indiana's public health and welfare agencies in the defense effort.

"Proposed Federalization of Unemployment Compensation." *Congressional Digest*, Washington, Vol. 21, No. 4 (April 1942), pp. 99-128.

Presents a factual summary of the proposal for war displacement benefits in unemployment compensation, including the President's letter of January 19, 1942, and other documents. Under the topic, "Should Funds for Unemployment Compensation Be Administered by the Federal Government?" Paul V. McNutt, Sidney Hillman, Wendell Lund, Frank Fenton, and Ralph Hetzel are quoted in the affirmative, with negative testimony from Governors Harold E. Stassen and Frank M. Dixon, Claude A. Williams, Abraham Epstein, and John H. Doesburg.

"Re-employment." *Indiana Law Journal*, Indianapolis, Vol. 17, No. 4 (April 1942), pp. 345-351. (Notes and Comments.)

Discusses the loop-holes in the reemployment provisions of the Selective Training and Service Act of 1940. Indicates the problems which might arise to prevent return of a person in military service to his former employment.

SHACKLEFORD, MARTHA E. "Family Case Work in a Defense Area." *The Family*, New York, Vol. 23, No. 4 (June 1942), pp. 141-145.

Selected cases showing some effects of the war effort on social case work in New England.

"Social Security to Men in Service." *Indiana Law Review*, Indianapolis, Vol. 17, No. 4 (April 1942), pp. 340-345. (Notes and Comments.)

Points out the problem of protecting the insurance rights of persons entering the military service, and lists remedies proposed or adopted (as of early 1942) in the fields of unemployment compensation and old-age and survivors insurance.

"State and Territorial Health Officers Confer on Wartime Tasks." *Public Health Reports*, Washington, Vol. 57, No. 19 (May 8, 1942), pp. 696-707.

A review of the annual conference, held in Washington, D. C., March 25 and 26, 1942.

STEVENS, ALDEN. *Arms and the People*. New York and London: Harper, 1942. 262 pp.

A popularly written series of articles—some previously published in magazines—on various aspects of America at war. Includes material based on first-hand observation concerning employment, housing, migration, problems of boom towns, and related topics.

"Wartime Farm Labour Program in Ontario." *Labour Gazette*, Ottawa, Vol. 42, No. 4 (April 1942); pp. 443-446.

WEAVER, ROBERT C. "With the Negro's Help." *Atlantic Monthly*, Boston, Vol. 169, No. 6 (June 1942), pp. 696-707.

The status of employment and training for Negro workers in war industries, with suggestions for achieving full use of Negro labor.

"White Collar Workers and the War." *Vocational Trends*, Chicago, Vol. 5, No. 5 (May 1942), pp. 14-15.

Includes a table showing employment and job trends in 28 professional and office occupational groups.

GENERAL

ABBOTT, EDITH. *Social Welfare and Professional Education*. Rev. ed. Chicago: University of Chicago Press, 1942. 321 pp.

Part I of this collection contains the six papers which appeared in the 1931 edition. Part II, entitled "Some Problems of the Depression Period," has five additional papers. The later material reflects the author's interest in a strong Federal program to provide for the unemployed.

CONFERENCE ON CURRENT GOVERNMENTAL PROBLEMS, 6TH, AMHERST, 1941. *Governmental Personnel*, "The Public Service as a Career." Amherst, Mass.: Bureau of Public Administration, Massachusetts State College, March, 1942. 95 pp. Processed.

Included in the Conference papers are: Personnel Problems in Public Welfare Administration, by Albert E.

Howell; The Federal Retirement and Pension System, by William A. Foley; and Contributory Retirement Systems and Pension Laws, by Kenneth H. Damren.

"Economic Reorganisation in France." *International Labour Review*, Montreal, Vol. 45, No. 6 (June 1942), pp. 665-668.

Notes the formation of an economic reorganization committee and describes the Act of December 17, 1941, concerning the organization of production.

"Forthcoming Inter-American Social Security Conference." *International Labour Review*, Montreal, Vol. 45, No. 6 (June 1942), pp. 693-694.

An announcement of the meeting scheduled for Santiago, Chile, September 10-16, 1942, with the items on the agenda.

INTERNATIONAL LABOR OFFICE. *Conference of the International Labour Organisation, 1941, New York and Washington, D. C.; Record of Proceedings*. Montreal, 1941. 201 pp.

The official verbatim record of the recent I. L. O. Conference, including the speeches at each of the 14 sittings, committee reports, and resolutions adopted and proposed.

INTERNATIONAL LABOR OFFICE. *The International Seamen's Code; Conventions and Recommendations Affecting Maritime Employment Adopted by the International Labour Conference, 1920-1936*. Montreal, 1942. 55 pp.

IOWA. MERIT SYSTEM COUNCIL. *First Annual Report . . . January 1940-July 1941*. Des Moines, n. d. 32 pp.

A review of examinations given, personnel certified, and other information concerning the Merit System Council for the Department of Health, the Department of Social Welfare, the Unemployment Compensation Commission, and the State Services for Crippled Children in Iowa.

MARTIN, JAMES W. "Implications of State and Federal Aid to Municipalities." *Municipal Finance*, Chicago, Vol. 14, No. 4 (May 1942), pp. 27-34.

PHELAN, EDWARD J. "The I. L. O. Meeting at London." *American Labor Legislation Review*, New York, Vol. 32, No. 2 (June 1942), pp. 53-54.

A report on the meeting of the Emergency Committee of the International Labor Office, held in London, April 20-25, 1942.

PHELAN, EDWARD J. "The Problems of Peace." *American Federationist*, Washington, Vol. 49, No. 6 (June 1942), pp. 14-15 ff.

Describes the I. L. O. meeting held last April in London.

READ, MARGARET. "Migrant Labour in Africa and Its Effects on Tribal Life." *International Labour Review*, Montreal, Vol. 45, No. 6 (June 1942), pp. 605-631.

Some findings from a study made by the author at the request of the Nyasaland Government in 1939.

RIDLEY, GEORGE. *The Social Services; Yesterday, To-day, Tomorrow*. London: Labour Party Publications Department, 1941. 12 pp.

A brief summary in popular terms, by a Labor Member of Parliament. Includes tables comparing benefits under different British services and contains recommendations for greater uniformity in the payments.

ROSENBERG, R. ROBERT. "An Achievement Test in Installment Buying and Social Security." *Business Education World*, New York, Vol. 22, No. 9 (May 1942), pp. 778-780.

The text of a true-false and multiple-choice examination on installment buying and social security.

STIEGLITZ, EDWARD J. *Report of a Survey of Active Studies in Gerontology*. Bethesda, Md.: National Institute of Health, 1942. 62 pp. Processed.

Contains a discussion of the science of aging and offers classifications of its problems. Lists studies now in process or proposed, as obtained from an extensive survey of American colleges, foundations, and other sources, including a brief section on socio-economic studies.

UNITED AUTOMOBILE, AIRCRAFT AND AGRICULTURAL IMPLEMENT WORKERS OF AMERICA. *Plan of Group Insurance for Employees of Ford Motor Company*. Detroit, [1942]. 24 pp.

Presents details of a plan providing life insurance and accident and medical care benefits, to become effective when 75 percent of Ford Motor Company employees who are members of any CIO Local make application for the insurance. Includes a plan for dependents' benefits.

U. S. BUREAU OF HOME ECONOMICS. *Consumer Purchases Study, Urban, Village, and Farm*. Washington: U. S. Government Printing Office, 1941. *Family Expenditures for Personal Care, Gifts, Selected Taxes, and Miscellaneous Items, Five Regions*. 113 pp. (U. S. Department of Agriculture, Misc. Pub. No. 455.) *Family Income and Expenditures, Five Regions, Part 2, Family Expenditures*. 366 pp. (Misc. Pub. No. 462.) *Family Income and Expenditures, Southeast Region, Part 1, Family Income*. 208 pp. (Misc. Pub. No. 462.)

U. S. RAILROAD RETIREMENT BOARD. *Railroad Retirement and Railroad Unemployment Insurance; A Selected List of References*. Rev. Jan. 12, 1942. Prepared in the Railroad Retirement Board Library. Washington, 1942. 15 pp. Processed.

OLD-AGE AND SURVIVORS INSURANCE

ILLINOIS. MUNICIPAL RETIREMENT FUND. *Handbook of Information, Effective July 21, 1941*. Chicago, 1941. 16 pp.

MINNEAPOLIS. MUNICIPAL EMPLOYEES RETIREMENT BOARD. *Annual Report . . . Year 1941*. Minneapolis, 1942. 19 pp.

MUNICIPAL FINANCE OFFICERS ASSOCIATION OF THE UNITED STATES AND CANADA. *Retirement Plans for Public Employees*. Chicago: The Association, May 1942. 12 pp. Processed.

"The purpose of this publication is to explain briefly

the principles that should govern the formation of an adequate retirement system, and to discuss the methods to be followed in establishing the system."

PULLEN, PAUL P. "A Bank Employees' Retirement Fund." *Burroughs Clearing House*, Detroit, Vol. 26, No. 9 (June 1942), pp. 14-16 ff.

A detailed account, with illustrative material, of the private pension plan of the Chicago Title and Trust Company.

ROBBINS, RAINARD B. *College Retirement Plans and Social Security Legislation*. Reprinted from the Proceedings of the Southern University Conference for 1941. 15 pp.

Includes statistical information on the coverage of college retirement plans and indicates the attitudes of colleges and universities toward old-age and survivors insurance and unemployment compensation.

U. S. BOARD OF GOVERNORS OF THE FEDERAL RESERVE SYSTEM. *Retirement System of the Federal Reserve Banks; Seventh Annual Report for the Fiscal Year Ended February 28, 1941*. New York, 1941. 36 pp.

Includes the Retirement Committee's report on provision for employees entering military service, the actuary's report on the system, and detailed statistical information on this retirement plan which has more than 12,000 members.

EMPLOYMENT SECURITY

HUNTINGTON, EMILY H. *Doors to Jobs; A Study of the Organization of the Labor Market in California*. Berkeley and Los Angeles: University of California Press, 1942. 454 pp.

A comprehensive picture, based on a field study in 1938, of the "customs and institutions through which the man in search of a job and the employer in need of workers are brought together" in certain important areas of California. The California State Employment Service and other governmental agencies, State and Federal, are described, with additional chapters on non-governmental free agencies, fee-charging employment agencies, labor contractors, trade unions, and employers' associations. A final chapter notes "differences in job-getting techniques in the various occupational groups."

"Interpretation of Employment Relationship Under Unemployment Compensation Statutes." *Illinois Law Review*, Chicago, Vol. 36, No. 8 (April 1942), pp. 873-885. (Comments.)

Analyzes types of tests which are or could be employed in determining the employer-employee relationship for purposes of unemployment compensation coverage.

"The Interstate Problems of the Unemployment Compensation Program." *Illinois Law Review*, Chicago, Vol. 36, No. 8 (April 1942), pp. 862-872. (Comments.)

A discussion of the possibility of an interstate compact under Article I, Section 10, of the United States Constitu-

tion to effect uniformity in unemployment problems. The substitution of such a compact for a completely Federal program is considered.

"The Labor Supply Picture in Indiana." *Indiana Employment Review*, Indianapolis, Vol. 9, No. 5 (May 1942), pp. 1 ff.

LOUISIANA. DEPARTMENT OF LABOR. DIVISION OF EMPLOYMENT SECURITY. *Experience Rating in Louisiana; A Report to the Governor and the Legislature*. Baton Rouge, 1942. 34 pp.

Statistics of benefit and contribution experience in Louisiana, with recommendations that "the question of stabilization of employment should be more thoroughly investigated under present economic conditions" before a system of experience rating is adopted.

NEISSER, HANS P. "Permanent Technological Unemployment." *American Economic Review*, Menasha, Wis., Vol. 32, No. 1, Pt. 1 (March 1942), pp. 50-71.

A theoretical analysis of classical and recent economic views on the effects of labor-saving devices upon the displacement of workers.

PEEBLES, ALLON. "General Organization and Progress of the Unemployment Insurance Commission." *Public Affairs*, Halifax, N. S., Vol. 5, No. 3 (April 1942), pp. 146-149.

The text of an address by the Executive Director of the Canadian Unemployment Insurance Commission.

PENNSYLVANIA. DEPARTMENT OF LABOR. BUREAU OF EMPLOYMENT AND UNEMPLOYMENT COMPENSATION. *Pennsylvania's Unemployment Compensation Fund—Contributions, Benefit Payments and Fund Balances, January 1937 to December 1941*. Prepared by Research and Statistics Section. Harrisburg, 1942. 11 pp. Processed. (Statistical Information Bulletin No. 26, Mar. 25, 1942.)

SASULY, RICHARD. "Camps Guide Farm Labor." *Agricultural Situation*, Washington, Vol. 26, No. 5 (May 1942), pp. 20-21.

The work of the migratory labor camps of the Farm Security Administration in helping to meet the farm labor problem.

SHARTLE, CARROLL L. "Vocational Guidance and Job Families." *Occupations*, New York, Vol. 20, No. 7 (April 1942), pp. 506-508.

YODER, DALE. "The Structure of the Demand for Labor." *American Economic Review*, Menasha, Wis., Vol. 32, No. 1, Supplement (March 1942), pp. 261-274.

A description of the more important "components that combine to create specific demands for labor" in urban areas. The study is based on labor-market research being conducted by the Employment Stabilization Research Institute of the University of Minnesota.

PUBLIC WELFARE AND RELIEF

CASSIDY, HARRY M. "Public Welfare Reorganization in
Bulletin, July 1942

Canada." *Public Affairs*, Halifax, N. S., Vol. 5, No. 2 (Winter 1941), pp. 86-90; No. 3 (Spring 1942), pp. 143-146 ff.

COMMUNITY CHESTS AND COUNCILS, INC. *Let's Make a Study*. I—*The Use of Research by Community Chests and Councils of Social Agencies in Planning the Community Program of Welfare, Health and Recreation Service*. II—*Statistical Aids*. New York: Community Chests and Councils, Inc., 1942. 2 vols. (Bulletins 114-A and 114-B.)

The first of these pamphlets describes "the basic research approaches to the major types of problems with which chests and councils are concerned," with illustrative material on the research procedures of community chests in five cities. Chapters are devoted to identifying research problems, relating them to a community plan, choosing research methods, shaping plans for action, and administering research. The publication on *Statistical Aids* outlines the problems of community welfare under the headings Dependency, Behavior and Social Adjustment, Health, and Leisure Time. Available statistics for the country and for urban areas are given, together with reference lists of statistical source material in each field.

GOMBERG, M. ROBERT. "Supervision of the Experienced Worker." *Social Work Today*, New York, Vol. 9, No. 6 (May 1942), pp. 24-25.

JACOBY, GEORGE PAUL. *Catholic Child Care in Nineteenth Century New York; With a Correlated Summary of Public and Protestant Child Welfare*. (Ph. D. Thesis, Catholic University.) Washington: Catholic University of America Press, 1941. 266 pp.

LOUISIANA. DEPARTMENT OF PUBLIC WELFARE. *A Hand Book for Parish Welfare Boards*. Baton Rouge, 1942. 31 pp.

Briefly explains the duties of parish board members and the scope of the State welfare program.

PHILADELPHIA COUNTY BOARD OF TRUSTEES. DEPARTMENT OF PUBLIC ASSISTANCE. *Changing Conditions of the General Assistance Caseload*. Report prepared by Guy H. Bloom, Saya S. Schwartz, Arthur J. Browne, and Benjamin Rosenberg. Philadelphia, November 1941. 5 pp. Processed.

Some findings of a Philadelphia County survey made in August 1941, during which all recipients of general assistance were interviewed as to future eligibility for aid.

PHILADELPHIA COUNTY BOARD OF TRUSTEES. DEPARTMENT OF PUBLIC ASSISTANCE. *Survey of Lone Person Cases Closed Because of 20-40 Ruling*. Philadelphia, January 1942. 4 pp. Processed.

Under a resolution of the Pennsylvania State Board of Public Assistance, unattached able-bodied employable persons between 20 and 40 years of age became ineligible for general assistance on July 16, 1941. This survey shows the success of a 17-percent sample of these persons in finding employment after a three-month interval.

SIMONS, SAVILLA MILLIS. *Child Labor and Inadequate Family Income; Preliminary Report on a Study of the*

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